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METROPOLITAN TORONTO

TASK FORCE ON HOUSING FOR LOW-INCOME SINGLE PEOPLE:

FINAL REPORT

URBAN DOCUMENTATION CENTRE
RESEARCH UNIT FOR URBAN STUDIES
McMASTER UNIVERSITY
HAMILTON, ONTARIO

November 1983

THE MUNICIPALITY OF METROPOLITAN TORONTO · 1953 ·

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CHAPTER 1: INTRODUCTION

In his inaugural speech, December 15, 1982, the Chairman of Metro Council addressed the issue of the provision of housing for low-income single people, clearly establishing this issue as a high priority for 1983.

> "...The provision of housing for low-income single people, for instance, has in the past year become an issue of major concern. The problem has become even more critical as the rooming and boarding house stock is depleted and the vacancy rate for rental housing has reached such a low point as to be almost not measurable.
>
> In fact, this year, there are many thousands of people in Metropolitan Toronto who have what is described in that terrible phrase as No Fixed Address. But contrary to expectation, they are not all the middle aged transients that have always been with us. Fully 30 per cent of them are youths under 25.
>
> And while we are making headway.....with youth unemployment, those employment programs cannot be successful without adequate housing for our young people.
>
> Unless we can break through the impasse on new construction of market and assisted rental housing or open up existing public housing to singles, those hostel kids are doomed to remain on the hostel treadmill. And the hostels are a treadmill. Despite the best will in the world, and despite every effort of genuinely well-intentioned people, those who remain on the hostel circuit will be developing social and psychological problems that will be far more difficult and expensive to correct in the future than the cost of providing secure housing alternatives today can ever be.
>
> To this end, I will be proposing to the Community Service and Housing Committee early in the new year the formation of a task force on long-term housing for low-income single people, with particular emphasis on youth. No one agency, of course, has the capacity to solve this problem. But the Metropolitan Council has the authority--and the obligation--to bring all the players on this stage together to identify some constructive alternatives, and to say to the other levels of government that we are prepared to play our part in implementing them. To do otherwise is to abandon a significant segment of our young population, and that is not acceptable....."

REPORT FORMAT

This report is comprised of the following sections: Chapter 1, The Introduction, outlines the framework within which the Task Force was established, the goals and objectives of the Task Force and the methodology employed to investigate the issue; Chapter 2 describes the target population and their housing needs of these people which have been the focus of the Task Force's deliberations; Chapter 3 details the overall findings and conclusions; Chapter 4 outlines the recommendations of the Task Force on Housing for Low-Income Single People.

Supporting data appear in the various Appendices.

BACKGROUND

Concern with the provision of housing for low-income single people is not a new issue. However, recent studies have clearly indicated that the lack of affordable, accessible and appropriate housing options for single people living in Metropolitan Toronto is now critical.

In June of 1981, Metropolitan Toronto Council directed the Metro Planning Department to undertake A Study to Identify a Program for Assisted Housing in Metro Toronto. The goal of this study was to establish five-year production/acquisition targets for low-income assisted housing in Metro. The study objectives were twofold: to identify the need for low-income assisted housing and to examine the effectiveness of existing housing programs.

A mail survey constituted the principal tool for defining the need for assisted housing in Metro Toronto. However, concern was expressed by the researchers that low-income singles might not be adequately represented in a study conducted by this means. Therefore, a supplementary study based on interviews with the staff of hostels, major social service agencies and housing registries, was undertaken to identify the housing needs of persons without permanent accommodation. The Departments of Planning and Community Services jointly completed a report, No Place To Go: A Study of Homelessness in Metropolitan Toronto. The conclusions reached in the homelessness study brought into sharp focus the need for action since the phenomenon of homelessness was increasing in Metro Toronto. Further, the report stressed that any efforts to alleviate the problem must include a commitment to increase the supply of affordable permanent accommodation for single people.

In addition to Metro, local area municipal governments, the provincial government, voluntary agencies and non-profit coalitions have been seeking solutions to the problem of providing affordable, accessible, appropriate housing for low income individuals. These include:

- Homes First Society
- Single Displaced Persons Project
- Supportive Housing Coalition
- Parkdale Working Group
- Coalition of Youth Services Professionals

- Ministry of Municipal Affairs and Housing, Study of Conversion Residential Intensification
- Ministry of Community & Social Services, Study of Hostels
- Downtown Church Workers Association
- Social Planning Council
- City of Toronto Mayor's Task Force on Bachelorettes
- City of Toronto Neighbourhood Sub-Committee on Skid Row Housing
- City of Toronto Interdepartmental Task Force on Affordable Housing

In order to develop concrete solutions to the findings of No Place to Go: A Study of Homelessness in Metropolitan Toronto, a Task Force was established under the auspices of the Community Services & Housing Committee of Metropolitan Toronto with the following membership:

- Alderman Joanne Campbell (Chairman)
  City of Toronto

- Alderman Andrew Borins
  City of North York

- Mr. Bill Bosworth
  Fred Victor Mission

- Controller Leonard Braithwaite
  City of Etobicoke

- Controller Fergy Brown
  City of York

- Mr. Michael Feldman
  Board of Metropolitan Toronto Housing Authority and
  Metropolitan Toronto Housing Company

- Mayor David Johnson
  Borough of East York

- Mr. Peter Oliphant
  Board of CityHome

- Mr. John H. Pavey
  Board of Metropolitan Toronto Housing Authority and
  Metropolitan Toronto Housing Company

- Mr. Rick Stubbert
  Mercury Youth Services

- Controller Joyce Trimmer
  City of Scarborough

- Mr. Jim Ward
  Dixon Hall Community Centre

GOAL & OBJECTIVES

The mandate of the Task Force was to develop a concrete strategy to provide housing for low-income single people. The specific objectives of the Task Force follow:

1. To increase the supply of affordable accommodation for low-income singles;

2. To improve the stock of existing accommodation for low-income singles;

3. To improve access to the existing accommodation for low-income singles; and,

4. To develop specific initiatives to assist homeless youth.

METHODOLOGY

During the regular meetings of the Task Force, deliberations focussed on the exploration and delineation of a spectrum of housing options. As a basis for assessing the impact of various housing options on the supply of affordable, smaller accommodation, the Task Force attempted to gain a clear understanding of the existing housing programs, the available private market subsidies and the regulatory mechanisms affecting each municipality's supply of housing. Experts were invited to attend meetings, as appropriate, to respond to questions by the members of the Task Force.

In addition, the Task Force undertook a number of specific initiatives:

Public Meetings. Public meetings were held in each of the six area municipalities. The purpose of these meetings was twofold: to gain an understanding of the specific housing needs of the low-income single people living in each area municipality and to ascertain the kinds of solutions which would be most appropriate in each of the different communities throughout Metro. (See Appendix C)

Meetings with Representatives of Target Population. A number of meetings were undertaken with representatives of the non-senior, low-income, single population. These included discussions with Fred Victor Mission residents, St. Lawrence Shelter occupants, a Skid Row Self-Help Group at All Saints' Church, Mercury Youth Services clients, clients of Jessie's Centre for Teenagers and residents of Peggy Ann Walpole House. The intent of these sessions was to give those groups of individuals, whose housing needs were the focus of the Task Force's work, the opportunity to express their views about a variety of housing options. These meetings proved to be extremely useful and enlightening. (See Appendix C)

Interviews with Experts. Staff interviewed a number of people currently involved in the field of housing or in the provision of services to low-income single people who had been identified as a 'resource group'. A number of these experts were requested to attend specific meetings of the Task Force to respond to questions by the members. Their expertise was invaluable to the Task Force in exploring innovative housing options.

Case Studies. The Task Force studied a variety of developments and programs currently serving low-income single people. These included various residential environments: collective dwellings in which residents shared bathroom and kitchen facilities; developments comprised of small self-contained units; developments operated with differing management styles; and, several development initiatives currently underway. A summary of these case studies appears in Appendix B.

Liaison with Relevant Groups. Frequent discussions were held with agencies and organizations in the community which are also seeking a solution to the problem of providing affordable accommodation. Municipal, provincial and federal departments and agencies were also consulted. The purpose of these discussions was to provide a focus for the development of concrete solutions and to assess the feasibility of implementing a number of housing options.

CHAPTER 2: TARGET POPULATION

It became clear at the outset of the Task Force's meetings that a precise definition of the homeless or inadequately housed single population was essential if the Task Force was to develop options which would provide a satisfactory living environment. The Task Force agreed upon the following definition:

"Those young and middle-aged "homeless" and rooming house occupants, between the ages of 16 and 60, for whom hostels are not the appropriate type of accommodation but who are unable to afford rental accommodation in the private market because of the depletion of the rooming house stock, the cost of private rental apartments and their ineligibility for subsidized housing programs.

"These individuals must be able to cope on an independent basis in rental accommodation. It is not within the scope or time-frame of this Task Force to consider options for individuals who would more appropriately be accommodated in supervised residential environments such as those offered by group homes or other forms of therapeutic residential environment. However, it is appropriate that the Task Force consider the role of existing community support services as they are required to complement residential accommodation. In addition, consideration may be given to transitional housing where the provision of such accommodation would increase the potential for the target population to cope successfully in permanent rental accommodation."

This target population identified by the Task Force represents a growing segment of the population of Metropolitan Toronto which has few monetary, physical and social resources and which is least adequately served by government programs and subsidies. By no means a homogeneous group, these homeless individuals have a variety of consumer needs; however, a number of factors have had a similar impact on their lives and have brought them to a common plight:

i) the current economic environment has led to high rates of unemployment and increased competition for the limited supply of more affordable accommodation;

ii) technological advances have revolutionized the labor market: casual labor is no longer considered to play as important an economic role; traditional jobs which were more labor-intensive are disappearing;

iii) the renovation and 'deconversion' of the lower-cost rental housing stock has resulted in the displacement of low-income individuals through no fault of their own; and

iv) high interest rates and rent control policies have combined to substantially reduce private sector investment in rental housing.

SPECIFIC SUB-POPULATIONS: CHARACTERISTICS AND HOUSING NEEDS

The following descriptions of the characteristics and housing needs of various sub-populations by no means represent mutually exclusive groups of people. They are all experiencing difficulty in finding affordable accommodation in the tight housing market, although their specific circumstances may vary.

1. PERSONS UNABLE TO FIND AFFORDABLE ACCOMMODATION DUE TO TEMPORARY UNEMPLOYMENT

Characteristics

- o Victims of economic recession: many of these individuals have exhausted their unemployment insurance benefits (approximately half of the people applying for GWA benefits do so due to unemployment).

- o Temporarily low-income persons: these individuals are forced to live in over-crowded conditions in small units thereby further increasing the competition for the limited supply of affordable units which come onto the market due to vacancy.

Housing Needs

- o These individuals primarily need temporary financial assistance to remain in their current housing premises.

2. PERSONS DISPLACED DUE TO CONVERSION, DE-CONVERSION, SALE OR DEMOLITION OF DWELLINGS

Characteristics

- o Single people displaced by the 'deconversion' process: many low-income singles have been displaced from their traditional environment of private sector rooming accommodation by the conversion of multi-unit dwellings to single-family accommodation or the redevelopment of rooming house properties to other uses.

- o Permanently low-income individuals: individuals who traditionally were part of the temporary labour force or were employed in labour-intensive minimum wage jobs. The continued employability of these individuals is threatened by changes in technology such that the proportion of labour-intensive jobs continues to decrease and the casual labour force is considered to play a much less significant economic role. The income of these individuals tends to fluctuate between casual employment and welfare.

Housing Needs

- o A range of affordable housing options is needed, including rooms, mini-bachelor and bachelor units.

- o Housing for these individuals needs to be located close to public transit, services and facilities.

3. PERSONS WITH CHRONIC AND PERPETUAL HOUSING PROBLEMS

Characteristics

- Permanently unemployable persons: many of these singles receive GWA on a long term basis. The majority of these individuals are males over 40 years of age.

- These individuals have traditionally lived in the older established neighbourhoods in the City of Toronto with convenient access to community and social service supports; for example, casual employment agencies, hostels, inexpensive or free food outlets, drop-in centres, Missions and inexpensive clothing distributors such as Goodwill.

- Typically, these individuals lack the social skills required to maintain accommodation on a long-term basis; as a result, they are forced to change accommodation frequently, living for short periods in rooms, Mission accommodation, hostels and accommodation shared with friends.

Housing Needs

- A variety of rooming accommodation is required which is accessible to public transit, services and facilities.

- It is often difficult for these individuals to remain in accommodation on a long-term basis; therefore, assistance in obtaining and maintaining accommodation is needed. A supportive management component is crucial to the viability of any long-term housing option.

4. TRANSIENTS

Characteristics

- Some individuals have chosen a transient lifestyle. They depend for daily survival upon an ad hoc collection of services and facilities, such as hostels, food outlets and those provided by the Missions.

- Communal living in flop houses and hostels may be the only major form of social contact for these individuals.

- Transients generally have no consistent source of income.

Housing Needs

- Hostels may be an appropriate housing alternative for transient individuals.

- Accommodation must be located close to such services as free food outlets, public baths and drop-in centres.

5. YOUTH

An important sub-population, distinct from the preceeding groups, but also suffering from the dearth of affordable housing can be designated as 'youth'.

Young persons have the potential to earn incomes adequate to afford proper housing only if they receive assistance in acquiring lifeskills and employment training. Present societal trends encourage young people to leave home at an early age, but the combined factors of a high rate of unemployment and a lack of inexpensive housing have resulted in a growing number of young people between 18 and 25 years of age living in hostels or on the street.

They need a supportive environment to stabilize their lives, acquire job and lifeskills and begin to save some money in order to ameliorate the jeopardy to their health and to their socialization which occurs in the condition of transience.

Within this youth sub-group, there are further definable categories. These are summarized below:

a) Youth with Family Problems

Characteristics

- o usually people in their teens (16-18) who tend to act impulsively, manipulatively or who seek temporary protection or relief from a difficult family environment
- o runaways, children of broken families, children of abusive or alcoholic parents
- o teenagers who move away from home because their parents cannot afford to keep them
- o Children's Aid Society (CAS) wards, who at age 16 may choose to leave CAS care, or whom CAS may discharge because of truancy. Metro CAS estimates that 100 16-18 year olds are discharged annually and do not return home; Catholic CAS estimates between 75-130 clients over 16 years old are discharged annually, many of whom do not return home.

Housing Needs

- o temporary shelter
- o quick professional response capable of maintaining the young person while re-building a relationship amongst the members of a family

b) Youth with Situational Problems

Characteristics

- young people ranging in age from 16 to 24, who are legitimately independent. They present a wide range of service demands, but can be helped and are responsive
- youths fired from jobs, youths experiencing legal difficulties and teen-mothers

Housing Needs

- services adept at identifying needs and well connected with the local service matrix. Three functions must be performed: intake/shelter, transitional housing and assistance in obtaining private sector accommodation
- specialized services or supports for limited periods of time

c) Youth with Emotional Problems

Characteristics

- hardened street people and hostel users
- youth with family or situational problems who have regressed to becoming permanently unemployed persons living on the street; they may experience chronic legal difficulties
- youths discharged from a correctional facility

Housing Needs

- basic necessities including protection
- local alternatives to moving into 'hard-core' area; Yonge St. corridor jeopardizes rehabilitation back into the community and traditional neighbourhood settings
- return to the community in which they had previously resided

One of the groups whose housing needs the Housing Task Force has not specifically addressed is that of single persons with psychiatric histories. A number of organizations throughout Metro are currently addressing the issue of meeting the needs of discharged psychiatric patients living in the community. In fact, recommendations from the "Mayor's Action Task Force on Discharged Psychiatric Patients" are expected before the end of the year.

CHAPTER 3: SUMMARY OF FINDINGS AND CONCLUSIONS

Significant changes in the demographic and economic environment over the past two decades have combined to precipitate a housing crisis for a growing population in Metropolitan Toronto. The people most affected are non-senior low-income singles who have traditionally lived in less expensive accommodation such as rooming houses, multiple-unit dwellings, older apartment buildings and older hotels. Section 1 of this chapter provides a brief overview of the nature of the problem outlining the historic trends which have significantly reduced the stock of affordable rental accommodation. A variety of housing options were assessed by the Task Force to determine their success in meeting the needs of low-income single people and the viability of expanding these models under current conditions. Section 2 summarizes these findings. Conclusions are presented in Section 3.

1. THE NATURE OF THE PROBLEM: THE DECLINE OF AFFORDABLE RENTAL ACCOMMODATION[1]

The changing characteristics of households have resulted in more housing being consumed by fewer people:

- o whereas our population has grown by only 0.6% from 1976 to 1981, the total number of households has increased by 8.9%;
- o the average household size has decreased from 3.1 persons in 1976 to 2.7 in 1981;
- o the tendency of people to share accommodation has dropped significantly.

The trend towards increased household formation and decreased household size has resulted in a greater demand for housing, particularly for smaller units, which is currently not being met. In addition, our current economic environment, characterized by a high rate of inflation, a large proportion of unemployed and a continually increasing number of people turning to welfare, has escalated the demand for low-income rental housing.

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[1]Population and housing statistics are provided on an area municipal basis in Appendix A.

At the same time, high and volatile interest rates in combination with rent control and the economic recession have dramatically changed the housing market. Market rents are significantly below the construction cost of new rental accommodation, with the result that private sector rental construction has all but ceased over the past decade.

Population at Risk: Non-Senior Low-Income Single People

The rapidly increasing gap between supply and demand, and thus between low incomes and market rents, impacts most significantly upon the non-senior low-income single person who cannot afford the increased rents being charged for conventional apartments and for whom no permanent form of housing is provided by government assistance. Leasing practices requiring the first and last week's/month's rent compound their affordability problems. In addition, the tight rental market enables landlords to be more selective in their choice of tenants. As a result, these individuals, forced to rely exclusively on the private market, are increasingly turning to emergency shelters for long-term accommodation.

The profile of the low-income single person presented in Metro's Homelessness Study helps to dispel misconceptions and shatter stereotypes historically associated with the image of low-income single people. Challenging the traditional image of lazy, social misfits, the study highlights the diversity of this group bound together by low incomes and a lack of affordable rental accommodation.

Youth are particularly vulnerable to the effects of their residential environment; therefore, it is alarming to note that youth (aged 16-24 years) represent a significant proportion of Metro's homeless population. Youth living independently in the community have tended to reside in less than stable housing environments such as rooming houses and bachelorettes. In addition, youth, who comprise about one-quarter of the total labour force, account for almost half of Canada's total unemployed population. As the manager of a major youth service in Metro has so succinctly stated, "youth cannot proceed with the business of maintaining employment, undergoing training or developing a responsible independent lifestyle without first establishing a clean, secure place to be".

The Issue of Affordability

There is no clear mandate for ensuring the affordability of housing for low-income single people. While a range of federal, provincial and municipal housing programs provide affordable housing for low-income families, senior citizens and disabled individuals, low-income single people have been excluded from assisted housing to date and consequently must rely on the private sector rental market.

The responsibility for the provision of financial assistance to eligible low-income singles rests with the Municipality of Metropolitan Toronto under the provincial General Welfare Assistance Act. The maximum monthly allowance for a single GWA recipient is $313.00 per month. This includes a provincially prescribed shelter subsidy of up to $175.00 per month which is based on average housing costs across Ontario. Meanwhile, the private rental market

in Metropolitan Toronto commands an average rent of $231.00 per month as of March 1983.[1] As a result of the discrepancy between the shelter subsidy and actual rental costs, the shelter needs of only 3% of the single GWA clients, living in a profit rental situation, are being fully met. Clearly the shelter subsidy portion of the GWA allowance does not provide sufficient income for single recipients to live in Metropolitan Toronto.

It has often been argued that Metropolitan Toronto could be providing a shelter supplement of $20.00 per month maximum over and above its 20 per cent. share of the provincial shelter subsidy. However, this would do little to alleviate the discrepancy between the resulting $195.00 per month and the current average rent of $231.00 per month.

Fundamental to closing the gap between rental costs and the monthly allowance by single GWA recipients is a significant change in the current provincial shelter subsidy formula which recognizes the extraordinary rental costs in large urban centre such as Metropolitan Toronto.

An additional issue which needs to be addressed is the provision of an emergency advance to homeless individuals. Currently, single applicants for GWA assistance who have no permanent address, may receive a $75.00 advance issuance to secure accommodation. While an increase in this $75.00 advance does not address the inadequacy of GWA rates, it is nonetheless fundamental to assisting homeless persons in initially obtaining accommodation and thereby becoming eligible for further financial assistance. It is within Metropolitan Toronto's jurisdiction to increase the advance issuance to up to one-half month's basic needs and shelter subsidy.

The Continuing Loss of Affordable Housing

While the demand for affordable housing grows, two countervailing trends are continually reducing the existing supply of affordable accommodation: demolition and abandonment in preparation for redevelopment, and the process of deconversion or gentrification.

The Provincial Study of Residential Intensification and Rental Housing Conservation found that a large proportion of the owners of the less expensive rental stock are small landlords and families who typically cannot afford to undertake major renovations or redevelopment. Many of these individuals hold their property(ies) as a retirement investment and will eventually sell to developers. The pressure for redevelopment of these properties is growing.

Often situated in prime locations where market forces for redevelopment are strong, these houses are demolished to make way for other types of development. In addition, the depreciation recapture provisions of the federal taxation system tend to favour demolition rather than renovation and conversion. The overall result is a severe shortage of affordable rental accommodation with little indication that the situation will improve under existing conditions.

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[1]This reflects the average rent single GWA recipients were paying for private rental accommodation in Metropolitan Toronto, March 1983.

Concomitantly, there has been a movement on the part of more affluent households toward living closer to the downtown core area. As a result, older neighbourhoods are being gentrified; that is existing multi-unit homes are being deconverted into homes containing fewer units or a single household. Many of the eliminated units were flats and rooms which used to provide rental accommodation for the low-income population.

In addition to the loss of rental units through deconversion and demolition, the recent Provincial study has concluded that the aging housing stock in Metro requires conservation work. The high-rise rental apartment buildings of the 1960's and early 1970's present the most serious problem. The study estimated that 50% of the conservation work needs to be undertaken within the next 5 years. Unattended, this represents a very real threat to the supply of rental accommodation.

Municipal policies, standards and zoning by-laws have also contributed to the net loss of rental units.[1] Municipal land use and building standards have evolved with low density development and neighbourhood protection in mind, hence the regulatory framework presents an often incoherent collection of piecemeal and overlapping regulations designed to prevent specific types and locations of development deemed to be undesirable. In addition, the currently required building standards may make the maintenance and renovation of traditional singles accommodation uneconomical. Rooming houses for example, have been drastically reduced by the process of gentrification in combination with building code enforcement. Municipalities require landlords to make substantial investments in their old buildings to bring them up to prescribed standards of safety. The capital investment can rarely be justified economically when the market served continues to be low-income single people. Such code enforcements usually result in upgrading the building to a high quality rooming house or more often to a number of expensive apartments. Hotels and rooming houses which the low-income single person can afford, thus disappear.

2. THE CURRENT SITUATION: OPPORTUNITIES AND CONSTRAINTS

A variety of existing housing models for low-income single people were assessed to determine their viability for expansion under current conditions. The following section briefly describes these housing options, delineates the factors essential to their success and discusses the constraints to future expansion of these models. (See Appendix B for detailed description of each of the cited models.)

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[1]Municipal by-laws regarding residential conversion, rooming and boarding houses and roomers or boarders in private houses are summarized in Appendix A.

Self-Contained Apartments

Several apartment buildings, consisting of self-contained units, which were built in the 1970's specifically to meet the housing needs of low-income single people have proven very successful.

In each of the following developments professional property management staff live in the building:

- The Alexandra Park development (55 Grange Avenue and 77 Ryerson Avenue) was built and mortgaged by the Manufacturer's Life Insurance Company which continues to manage the properties. It consists of two 6-storey buildings each containing 87 furnished mini-bachelor units. The units currently rent for $206 per month. Approximately 75 parking spaces are available for each building; these are never all rented. While there is estimated to be a 33% turnover rate per year, units are quickly rented and there are no vacancies.

- Bradley Court (280 Dundas Street East) is a 10-storey building containing 240 furnished mini-bachelor units which rent for $40-$50 per week. This building was developed as a special initiative by CMHC under the Limited Dividend Program. Today the vast majority of tenants are men and over half of them receive some form of income assistance.

- Bradwin Court (266 Sherbourne Street) is a 13-storey building containing 120 furnished mini-bachelor units. These units currently rent for $42-$57 per week. Also developed as a special initiative under the Limited Dividend Program, the existing mortgage carries an interest rate of 8%. While there is a variety of people living in Bradwin Court, the majority are over 35 years of age and are male.

The following factors are fundamental to the success of these apartment buildings:

i) The availability of preferred financing. In today's market, the construction of private sector rental accommodation for low-income singles is not financially viable without a subsidy comparable to that provided under the Limited Dividend Program. The only funds currently available are provided under Section 56.1 of the National Housing Act which provides social housing allocations to non-profit and co-operative housing developments. Typically, allocations for singles' housing developments are restricted to special purpose projects which contain a residential social service component and which consist of hostel units, rather than self-contained apartments.

In addition, the effect of municipal by-laws which regulate such standards as density, set-backs and landscaping is to increase unit costs. For example, by-laws which regulate the number of parking spaces required for each development do not take into consideration the low proportion of automobile owners amongst low-income single people, particularly when public transit is readily accessible to them. As a result, unit costs are unduly increased by the provision of more parking spaces than are needed by the tenants.

ii) The provision of mini-bachelor units. Through the Task Force consultation process it became clear that the mini-bachelor unit, ensuring privacy and security, is the type of unit preferred by many low-income single people. However, the specifications of these units typically do not conform to the local area municipal building standards.

iii) The provision of a live-in superintendent. As a result of these investigations, the Task Force has concluded that on-site staff is essential to low-income singles' apartment buildings if they are to ensure proper maintenance, appropriate tenant selection and the peaceful co-existence of tenants.

Shared Accommodation

The responsibility for the supply and maintenance of housing encompasses seven provincial ministries in addition to CMHC and area municipal councils. Jurisdictions overlap, pertinent definitions are inconsistent and confusion is paramount as parts of one piece of legislation supercede parts of other codes and by-laws. An example of the effect this morass of controls has had on the small private sector landlord can be seen in the case of the rooming house owner, who sells his houses because he can no longer handle the pressure imposed by the regulatory controls. To compound matters, there are four varying definitions of a rooming house in the City of Toronto by-laws, all of which are different from the definition in the Ontario Fire Code.

A recent survey undertaken by the City of Toronto Housing Department revealed that most rooming houses are over-mortgaged and under-financed. Further, due to the nature of their clientele these properties generate little income; therefore, the study determined that these properties could not financially sustain any major expenditures to improve or renovate the houses. Under such conditions many rooming house owners, faced with the expense of maintaining their rooms to meet municipal and provincial standards, chose to sell or convert their property to a more profitable venture. The introduction of the retrofit legislation in the new Ontario Fire Code, specifically pertaining to rooming houses, will likely accelerate this process.

The Federal Residential Rehabilitation Assistance Programme (RRAP) does not currently address the issue of maintaining the affordable housing stock. RRAP (Homeowner and Landlord RRAP) provides loans of up to $10,000 to homeowners and landlords living in designated areas and to non-profit groups throughout Metro who wish to improve their residential property. A private capital commitment is required on the part of the landlords who apply for RRAP funds. Since the majority of rooming houses and hotels providing rooming accommodation are on properties which are over-mortgaged and generate little income a private capital component is often not feasible. Rather, if these owners are to be encouraged to maintain these properties as part of the affordable housing stock they require subsidies not dependent upon a private capital component.

With decline in the availability of traditional rooming houses and the unlikely prospect,under current conditions, for the creation of new rooming houses by the private sector, both municipal and private non-profit groups have entered the rooming house business.

- The City of Toronto Non-Profit Housing Company owns and operates four rooming house projects containing a total of 282 furnished rooms. These houses are heavily subsidized by the City of Toronto due to rental arrears and repairs necessitated by vandalism. It is clear that on-site property management staff would be an asset.

- The Fred Victor Mission and a number of downtown agencies which serve single displaced people recently incorporated the Homes First Society to develop and manage a high-rise rooming house project for low-income single people to be called Third House. The development will consist of 17 four or five-bedroom units each containing a kitchen/dining area, living/dining area and balcony. Staff will be on-site 24 hours a day to manage the property and to facilitate co-operative living amongst the clusters of residents sharing common kitchens and bathroom facilities. In addition, social service agencies will provide on-going support to their clients who reside in Third House. While subsidies to build the project are available, on-going funding for the staff component and rent subsidies have proven difficult to obtain.

- The Sionito Community Development Corporation, established by the Reorganized Church of Jesus Christ of Latter Day Saints is currently renovating a three-storey lodging house (497 St. Clair Avenue West, at Bathurst Street). The completed project will contain 19 suites: six 3-bedroom units, four 2-bedroom units and clusters of hostel rooms (32 rooms in total) with shared kitchen and washroom facilities. Rents are expected to be $230/month for a room, $550/month for a 2-bedroom unit and $740/month for a 3-bedroom unit. Sionito will provide a full-time manager for the project. Social service agencies are currently being approached to refer clients to live in the project for whom the agencies will provide on-going support.

The Task Force concluded from an examination of these models that funding agencies must recognize the interdependency between the building environment and residents: successful low-income singles accommodation, which includes shared facilities, requires a supportive management component. However, subsidy programs for the development and improvement of housing do not provide the ongoing operating funds for support staff. Subsidies are available under the Ontario Community Housing Assistance Program (OCHAP) for non-profit and co-operative projects designed to accommodate families, senior citizens, physically handicapped and mentally retarded persons who require social service support. Single persons requiring residential supports are not eligible.

A major constraint on the expansion of the Third House concept is presented by the CMHC definition of a "hostel unit" used in allocating funds for special initiatives such as the Third House and Sionito. The definition requires that a disproportionate number of unit allocations are used when non-profit groups produce housing for singles, as compared to units for families or senior citizens; for example, one unit allocation may be used to produce a 2 or 3 bedroom family or senior citizen unit or 1 unit allocation may be used to produce each bedroom in a cluster of 5 bedrooms which share a kitchen and/or bathroom facilities as is the case in Third House. Accordingly, Third Third House, containing 17 shared units, will be funded on the basis of 77 unit allocations.

Adaptive Re-Use

The potential for development or intensification of existing buildings and lands was evaluated as an alternative means of creating housing for low-income singles.

- Many religious groups and local churches have been re-evaluating their responsibility to address the needs of the community. As a result, a variety of churches throughout Metro have expressed an interest in using their properties or buildings to provide low-income housing. These initiatives include Parkdale United Church, Hope United Church, All Saint's Anglican Church and Dovercourt Baptist Church. In addition, the Anglican Diocese has undertaken to implement a new initiative, funded by the Ministry of Community and Social Services, to provide accommodation for socially disadvantaged low-income single people.

- Schools which have been closed due to insufficient enrolment, offer potential for residential conversion because of their size, adjacent open space and accessibility to stores, services and transit. While a number of studies have demonstrated that it is feasible to create seniors housing from schools, the potential for creating singles accommodation would depend upon the desirability of such structures for singles accommodation as well as the attitudes of the neighbouring community. In addition, there are a number of community groups who are seeking to make use of under-utilized schools, many of which would not require substantial structural renovations for their projects, thus the facility could one day be reused as a school.

- Older properties built for non-residential purposes such as non-viable commercial and industrial properties may be better utilized as rental accommodation.

- T.T.C. properties do not come up for sale very often and those which do become available tend to be small and offer little development potential. However, such properties are offered first to Metro, where they could be reviewed by Metro Property Department to assess the residential potential of such lands on a regular basis.

- Municipally owned property is available to varying degrees throughout Metro. While some of the area municipal stock is not suitable for housing, a number of municipally-owned sites and Metro properties do offer potential.

In adapting existing properties to residential use, housing may be produced less expensively by non-profit developers. However, without subsidies, the resultant units may still not be affordable for low-income single people. One option for ensuring the affordability of rental accommodation which is available to Metro and the area municipalities is the utilization of publicly-owned properties which are mortgage-free or which carry extremely favourable mortgages. Such properties may be rented at economic rates which are sufficiently low as to be affordable for low-income single people. To a limited extent, this allows circumvention of the provincial housing subsidy constraints. However, until the shelter subsidy more realistically reflects the cost of living in Metropolitan Toronto, single GWA recipients may not be able to afford even these rents.

Supportive Management

House-managing, home-finding and housing registries are models of supportive management options which assist low-income individuals in gaining access to the existing stock of accommodation and retaining that accommodation on a long-term basis.

In the house-managing model, a social service agency acts both as the landlord's agent or manager by collecting the rent and as the tenants' advocate, representing their interests to the landlord regarding rent and maintenance. The agency's workers strive to build community among the tenant's and increase the tenants' control over matters within the house that affect their lives. The Toronto Christian Resource Centre's Rooming House Tenant Project provides a model of house-managing. Staff support in the houses and community support through the provision of services were essential to the success of this project.

Home-finders have been hired by a number of social service agencies, including Nellie's and Woodgreen Community Centre, to assist clients in locating accommodation within the community. The home-finder acts as a middleman between the landlord with vacancies and the prospective renter. Home-finders have been successful in assisting clients, who are able to cope on their own by developing those clients' skills in finding rooms in a highly competitive situation.

Both house-managing and home-finding are short-term responses to the shortage of housing. While they do not address the systemic problems which underlie the loss of affordable housing, these programs are successful in improving the quality of life for roomers.

The co-ordinated development of local housing registries was recommended by community and social services agencies in the Metro Community Services Report, No Place to Go: A Study of Homelessness in Metropolitan Toronto and throughout the Task Force consultation process. A number of agencies in Metropolitan Toronto have been involved in the development of housing registries, including Bloor Information and Legal Services, Open Door Rooms Registry and the University of Toronto Housing Services. In addition, the City of Toronto Housing Department has proposed the establishment of a City-wide housing registry using Federal Canada Ontario Employment Development (COED) funds. An important contribution of the City registry would be the potential to encourage property owners to rent their excess space.

Given the limited supply of singles accommodation and the cost of rental units, housing registry services and home-finder programs need to be operated together. To improve low-income single persons' access to existing accommodation, the registry should not only identify a landlord or homeowner with a vacancy and appropriately select prospective renters, but also, assist clients to develop their skills in finding and maintaining accommodation in a highly competitive market. The expertise for providing this service is available in various community and social service agencies which have identified both their clientele and the local property owners who are prepared to accommodate them. Existing community agencies should therefore be encouraged to provide a comprehensive neighbourhood service for housing assistance.

3. CONCLUSIONS: LIMITED OPTIONS FOR LOW-INCOME SINGLES

Senior levels of government have not addressed the housing needs of low-income singles in terms of either supply or affordability. A full range of housing alternatives for low-income single people is needed. These options will only be developed as a result of a commitment by all levels of government.

Objective 1: To Increase the Supply of Affordable Accommodation for Low-Income Singles

Private Sector

New construction of affordable units that are suitable for single people is unlikely to occur in the private sector under current conditions. To some extent, municipal land use regulations discourage these uses but, even if the regulations were revised, private developers would likely require substantial subsidies or incentives to undertake construction of low-income singles' accommodation.

Private sector response is more likely to occur through individual property owners deciding to convert their dwellings to more intensive residential use. This occurs to a limited extent at present, but again by-law regulations tend to be discouraging and the economic benefits from conversion may be nominal. Converted units would inevitably be rented at market rents, and would not likely be affordable for low-income single people. However, such units would help to increase the stock of accommodation in Metropolitan Toronto and thereby alleviate, to some degree, the competition for the very limited number of units which are affordable for low-income single people.

A substantial gain in units through the intensification process will likely occur only as a result of direct government involvement to encourage and facilitate this process. Enacting legislation to legalize the existing stock of illegal units would not likely result in an appreciable gain of units. While it is currently permissible in all municipalities for a homeowner to rent a room to a lodger, the vast majority of people are either not aware of this or have never considered its possibility.

What is required at the local level, as an integral part of the neighbourhood planning process, is an on-going assessment of the potential for and appropriateness of intensification within specific neighbourhoods. Pre-requisites to implementing this are to educate neighbourhood groups to the impacts and benefits of intensification and to obtain the commitment of area municipal councils to modify regulatory controls so that appropriate neighbourhoods may intensify. The Provincial government is currently advocating the intensification of residential neighbourhoods. If these efforts are to have a significant impact on increasing the stock of housing, incentives are required.

Public Sector

Affordable housing for low-income single people will only be developed as a result of government assistance. Subsidies are required to finance the development of new singles accommodation in Metropolitan Toronto. At the local level, area municipalities must be encouraged to identify desirable housing forms and attempt to intensify these uses where appropriate.

Third Sector

Churches and other non-profit agencies have an important role to play in the provision of affordable housing. Concerned with the quality of life in urban neighbourhoods, such groups are likely to continue to provide service regardless of changes in the market place.

Objective 2: To Improve the Stock of Existing Accommodation for Low-Income Singles

Private Sector

The existing stock of affordable rental housing continues to be threatened. Private sector rooming houses are in jeopardy of disappearing. The continued economic viability of operating these properties in today's market requires an increase in the owner's financial return or a reduction in costs.

Vandalism, rent arrears and disruptive tenants serve to further discourage owners from continuing to provide rooming accommodation. Social service supports are required by some individuals, who may be described as 'hard-to-house', to assist them in maintaining their accommodation and to facilitate a peaceful co-existence amongst residents of shared accommodation.

Public Sector

The continuing loss of affordable rental accommodation has been exacerbated by the emphasis of housing policy on stimulating new construction. While the recently announced Provincial initiatives, Convert-to-Rent and Add-a-Unit, are evidence of a new thrust to better utilize the existing housing supply, unfortunately, these initiatives do not address the affordability question. The units created will not be regulated by rent control legislation and rents will only be scrutinized by the Province in the first year. It is essential that the very positive directions, taken by the Ministry through these pilot projects, are further developed into funded programs which take into consideration the issue of affordability.

Existing regulatory controls and standards mitigate against the preservation of the existing stock of affordable housing. The plethora of provincial and municipal regulations needs to be rationalized into a concise, streamlined code, which is meaningful, cost-effective, understandable and enforceable.

Objective 3: To Improve Access to the Existing Accommodation for Low-Income Single People

Public Sector

Low-income individuals with few monetary, physical and social resources are least able to obtain rental accommodation in the existing highly competitive market. Many would benefit from assistance in developing the skills to obtain and maintain rental accommodation. In addition, access to the existing accommodation is improved when neighbourhood social service agencies establish a trusting relationship with the local property owners who have space to rent, thus establishing a link between potential landlords and the individuals seeking rental accommodation.

Affordability is axiomatic to the issue of access to existing accommodation. Currently, there is a gap between the rental rates of the available housing and the income of individuals seeking this accommodation. To decrease this affordability gap, non-senior low-income singles need to be included in those groups eligible for housing assistance; and the shelter component of the general welfare assistance allowance needs to be increased so that it more realistically reflects the cost of renting accommodation in Metropolitan Toronto.

Objective 4: To Develop Specific Initiatives to Assist Homeless Youth

Youth, like all low-income singles, suffer from the lack of affordable housing. However, youth have additional housing needs distinct from the issues addressed in the previous sections. Many homeless young people require a supportive environment, for a short time, to stabilize their lives, acquire job and life skills and begin to save money. Such an environment would provide a transition from homelessness to independent living in the community.

CHAPTER 4: RECOMMENDATIONS & IMPLEMENTATION STRATEGIES

OBJECTIVE 1: To increase the supply of affordable accommodation for low-income singles.

It is, therefore, recommended that:

1. The **Metro Toronto Housing Company Limited** provide accommodation for low-income singles of all ages.

    a) **Metro Toronto Housing Company Limited** explore the potential of the Limited Dividend buildings in the Metro Toronto Housing Company portfolio for transition to singles accommodation and in this way provide low rental units without the benefit of a CMHC or Provincial subsidy.

    b) **Metro Toronto Housing Company Limited** undertake a pilot project to convert one Limited Dividend building to singles accommodation without threatening the tenure of existing tenants.

    c) **Metro Toronto Housing Company Limited** develop eligibility guidelines for singles to be accommodated in Metro Toronto Housing Company developments.

    d) **Metro Toronto Housing Company Limited** include $2 million in its capital budget in each of the next 5 years to provide housing for non-senior low-income single persons.

2. **Metropolitan Council** develop a policy providing that, prior to the use or sale of Metro-owned properties and lands, their suitability for residential use be assessed and that such properties be transferred to the Metro Toronto Housing Company.

    a) **Metro Toronto Housing Company Limited** undertake to assess the feasibility of targetting these properties for low-income households and investigate the subsidy implications.

    b) **Metropolitan Council** approve the use of Metro-owned residential properties, under the management of Metro Toronto Housing Company, as rental accommodation for non-senior low-income singles.

    c) The **Community Services Department** undertake a survey of existing tenants living in Metro-owned properties to determine whether or not these properties are currently serving low-income households.

    d) Where appropriate, **Metro Toronto Housing Company Limited** establish 'head-lease' agreements with social service agencies who request use of these properties for their low-income clients.

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3. **Area Municipal Councils** be encouraged to identify the local issues regarding the availability of affordable housing and apply to the **Ministry of Municipal Affairs and Housing** for funds both to review existing Official Plans and by-laws with respect to these issues and to undertake a parking study to review car ownership patterns and parking requirements in relation to unit size, proximity to transit and the housing characteristics in particular areas.

4. **Metropolitan Council** establish the position of Housing Advisor to consult with local area municipal officials and to liaise with senior levels of government and housing providers with the goal of facilitating the development of affordable housing.

   a) The **Housing Advisor,** in co-operation with the **Ministry of Municipal Affairs and Housing,** undertake a comprehensive educational campaign to explain the impacts and benefits of intensification to neighbourhood groups stressing the importance of meeting the changing needs of the neighbourhoods in a gradual controlled manner.

   b) The **Housing Advisor** develop a process for facilitating co-operation amongst agencies and groups involved in the provision of affordable rental accommodation.

   c) The **Housing Advisor** co-ordinate the activities of the various housing assistance providers within Metropolitan Toronto.

5. **Area Municipalities** be urged to review and adapt existing regulatory controls and zoning by-laws to encourage the retention and development of affordable accommodation for non-senior low-income single persons in the following manner:

   a) adopt the minimum room and unit sizes proposed in The Ontario Building Code;

   b) request the Toronto Area Chief Building Officer Committee to undertake the development of a uniform set of property standards for use and occupancy of premises throughout Metro, and instruct local building officials to co-operate in this task;

   c) encourage the Province to proceed with the amalgamation of provincial regulations relating to building safety standards and eliminate jurisdictional overlap, for example, in the Ontario Building Code and Ontario Fire Code;

   d) revise zoning by-laws to permit conversion of single family dwellings to rental accommodation within appropriate residential areas;

   e) develop by-laws to permit, where appropriate, the conversion of non-residential and hotel buildings to residential uses;

f) provide for the development of residential units above retail and commercial properties;

g) develop a standard definition of rooming, lodging and boarding houses in municipal by-laws; and

h) permit rooming, lodging and boarding house accommodation within specified residential and commercial zones.

6. **Area Municipal Councils** be requested to develop policies and procedures for facilitating the development of affordable accommodation for non-senior low-income single people in the following manner:

a) recognize the needs of low-income single people for affordable accommodation;

b) undertake a study to identify both public and private lands which could be made available to Metro Toronto Housing Company Limited for development of affordable housing;

c) develop a policy providing that prior to the use or sale of municipally-owned properties and lands their suitability for residential use by low-income tenants be assessed and that, where so identified and feasible, such use be given priority over other options;

d) make municipally-owned properties and lands available to Metro Toronto Housing Company Limited and in the case of the City of Toronto to Cityhome, for the development of affordable housing;

e) assist local churches and non-profit agencies who are developing low-income housing on under-utilized properties; and

f) encourage local housing co-operatives to include units for single persons in their developments.

7. The **Ministry of Municipal Affairs and Housing** provide program funds for the pilot projects recently undertaken by the Ministry (Add-a-Unit and Convert-to-Rent) and ensure that the units created will be rented at rates which are affordable for low-income households, for a specified minimum length of time.

8. **Canada Mortgage & Housing Corporation** re-evaluate the relative priority of non-senior low-income single people as an appropriate target population for social housing programs.

a) **Canada Mortgage & Housing Corporation** provide additional unit allocations for non-senior low-income single people.

b) **Canada Mortgage & Housing Corporation** give priority to private non-profit and co-operative housing development proposals which include a proportion of units for non-senior low-income singles.

9. **CMHC** revise the definition of 'hostel unit' used in the determination of social housing allocations such that allocations are based upon the number of self-contained units and not simply the number of bedrooms. For example, one 'hostel unit' may comprise 5 bedrooms, 1 kitchen and 2 bathrooms.

10. **The Ministry of Municipal Affairs and Housing** provide that programs of assistance for the conversion or upgrading of property for rental purposes not be to the detriment of existing tenants and that consideration be given to the potential impact on the neighbourhood.

OBJECTIVE 2: To improve the stock of existing accommodation for low-income singles.

It is, therefore, recommended that:

11. **Canada Mortgage and Housing Corporation** revise RRAP such that it is universally available throughout Metropolitan Toronto for the rehabilitation of rooming accommodation.

12. **Canada Mortgage and Housing Corporation** revise RRAP to eliminate the private capital component of Landlord RRAP.

13. The **Ministry of Community and Social Services** continue to provide funds for initiatives such as Ecuhome, which are to be developed in consultation with neighbourhood houses, community centres and churches throughout Metropolitan Toronto.

14. The **Ministries of Consumer & Corporate Affairs** and the **Attorney General** consolidate The Landlord and Tenant Act and The Residential Tenancies Act such that the rights and obligations of the rooming house resident and landlord are clarified.

15. The **Municipality of Metropolitan Toronto** assist in funding the staff component of Third House to be developed by the Homes First Society, subject to the approval of the Ministry of Community and Social Services.

    a) **Metro Community Services Department** view Third House as a pilot project and develop a program of evaluation to assess the impact of this model of managing housing for single persons.

    b) **Canada Mortgage & Housing Corporation** fund the evaluation component under Part V of the National Housing Act.

16. The **Federal Ministry of Revenue** review the taxation system in terms of recaptured depreciation with a view to encouraging the renovation and conversion of residential properties and discouraging the demolition of such properties.

OBJECTIVE 3: To improve access to existing accommodation for low-income singles.

It is, therefore, recommended that:

17. The **Ministry of Community and Social Services** increase the shelter subsidy portion of the General Welfare Assistance rate for singles living in private rental accommodation.

18. The **Ministry of Community and Social Services** revise the calculation of the shelter subsidy portion of GWA rates to reflect the cost of private sector rents in large urban centres.

19. The **Ministry of Community & Social Services** simplify the existing rate schedules relating to accommodation type, regardless of whether the units are self-contained or not, such that they reflect real rental costs.

20. The **Metro Community Services Department** revise the Metro policy to give GWA applicants up to one-half months entitlement as an advance to assist in obtaining accommodation and thereby become eligible for GWA benefits:

    a) **Metro Community Services Department** include a housing counsellor in the Social Service Division to assist persons who receive emergency shelter advance from Area Offices to obtain accommodation.

    b) **Metro Community Services Department** develop appropriate mechanisms to administer this initiative.

    c) **Metro Community Services Department** monitor the application of this policy change for a year in order to evaluate its impact.

21. The **Ministry of Community and Social Services** increase to the equivalent of 8 hours per week at minimum wage, the amount of monthly income which GWA recipients may earn without penalty.

22. The **Ministry of Municipal Affairs and Housing** take advantage of the flexibility in Section 56.1 of the National Housing Act to include units for single people in municipal non-profit housing developments.

23. The **Ministry of Municipal Affairs and Housing** extend the eligibility for rent-geared-to-income assistance to include low-income single people under the age 60 who are neither physically or mentally disabled under senior government programmes, including public housing, rent supplement and municipal non-profit.

24. The **Ministry of Municipal Affairs and Housing** extend the eligibility criteria for an Ontario Community Housing Assistance Program (OCHAP) subsidy to include low-income single persons who are neither physically handicapped nor mentally retarded but who require a supportive living environment, providing that social service agencies agree to provide ongoing support.

25. The **Ministry of Municipal Affairs and Housing** increase the percentage of rent-geared-to-income units permitted in private non-profit and co-operative housing developments using the OCHAP.

26. The **Metro Community Services Department** provide a social service grant to a community agency or non-profit organization, such as a settlement house or church, to provide housing assistance at the local level which includes the following components:

    i) a neighbourhood educational campaign;

    ii) an advertisement campaign within the neighbourhood to encourage homeowners to intensify their residential property;

    iii) assistance in matching homeowners having space to rent with appropriate low-income singles seeking accommodation.

    a) **Metro Community Services Department** develop guidelines for such service, tender a proposal and fund one agency on a pilot project basis.

    b) **Metro Community Services Department** develop a program of evaluation to monitor the service to assess the impact of housing assistance on the client and landlord.

27. The **Metro Community Services Department** include as part of the Community Development Officers' mandate the responsibility to assist communities in providing housing for non-senior low-income single people.

OBJECTIVE 4: To develop specific initiatives to assist homeless youth.

It is, therefore, recommended that:

28. The **Municipality of Metropolitan Toronto** and the **Ministry of Community and Social Services,** recognize the need for hostels which are specifically designed to address the needs of homeless youth, and fund the operation of new facilities throughout Metro in the following manner:

    a) **Metro Community Services Department** develop guidelines, similar to the model of transitional housing for battered women, specific to the needs of the homeless youth population;

    b) **Metro Community Services Department** formally recognize the lack of short-term accommodation for youth in the suburban municipalities by entertaining proposals from agencies to develop mid-sized (capacity 20-25 beds) hostel for youth as delineated in the abovementioned guidelines in each of the following area municipalities: Scarborough, North York and Etobicoke; and

    c) **Metro Community Services Department,** in consideration of the impending closing of Stop-Over, fund a replacement facility which is located away from the Yonge Street strip in the City of Toronto.

29. The **Ministry of Community & Social Services** in co-operation with **Metropolitan Toronto** and the **youth-serving agencies,** develop supported 'independent living houses' throughout Metropolitan Toronto, which provide youth with the opportunity to develop independent living skills in the following manner:

    a) **Youth-serving agencies** develop and provide the program component;

    b) **Ministry of Community & Social Services** fund the support costs; and

    c) **Metro** provide the necessary accommodation from its supply of Metro-owned properties.

APPENDIX A: AREA MUNICIPAL PROFILES

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INTRODUCTION

The purpose of Appendix A is to provide specific area municipal data regarding population and housing characteristics and area municipal zoning by-laws as they relate to affordable housing and the single population. Information includes:

- o Population characteristics which detail the number and proportion of singles, youths and one-person households in each local municipality;
- o Housing characteristics which provide an inventory of the housing stock in each area municipality and specifically identifies the number of existing rooming houses; and
- o Area municipal zoning by-laws which control residential conversion, rooming and boarding houses and roomers or boarders in private homes.[1]

Much of the information presented in Appendix A is based on 1981 Statistics Canada data; therefore, segments of the low-income single population are under-represented in these statistics. The general lack of accurate information regarding the low-income single population can be attributed, for the most part, to three factors:

1. a lack of information regarding the stock of accommodation traditionally accommodating low-income single people which is either an illegal contravention of municipal zoning by-laws or which does not meet municipal building standards;
2. a lack of precise exclusionary definitions of the terms 'roomer', 'boarder', 'lodger' and 'tenant' in census information;
3. single people form a very heterogenous segment of the population which as a group exerts little influence in the political forum; as a result, housing policies have tended to ignore the distinct housing needs of singles and rather, have tended to treat the single population as a residual of other household classifications.

Homeless individuals are entirely excluded from these statistics as they have no permanent address and therefore cannot be enumerated.

A Glossary of Terms and a list of source documents are appended.

NOTE: Rows and columns may not total due to the confidentiality rounding procedures used by Statistics Canada.

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[1]Descriptions of local municipal zoning by-laws were provided by the Planning Department of Metropolitan Toronto (1983).

AREA MUNICIPALITY: EAST YORK

Population Characteristics:

The total population of East York was 101,974 in 1981. The change in population from 1976 to 1981 was -4.7 per cent. The population of East York was 4.8 per cent. of the Metropolitan Toronto population.

In East York, there were 12,695 one-person households, of which 9,095 rented their accommodation. The one-person households in East York represented 29.9 per cent. of all East York households. The average household size in 1981 was 3.0 persons per household.

The total single adult population of East York was 33,325 in 1981. The single adult population of East York was 4.8 per cent. of the Metropolitan Toronto single adult population. The single adult population breakdown by age group for East York in 1981 is as follows:

Ages	Single Adult Population	% of Total Adult Population
15 to 24	11,655	13.6%
25 to 34	6,160	7.2%
35 to 44	2,710	3.2%
45 to 54	2,565	3.0%
55 +	10,235	11.9%
Total	33,325	38.9%

The population of youth in 1981 was 15,245 which comprises 15.0 per cent. of the total population of East York. This age group contained the largest proportion of the single adult population which was 13.6 per cent. of the Borough's adult population. The total youth population in East York represented 3.9 per cent. of the total number of youths in Metropolitan Toronto.

Housing Characteristics:

In East York, of the 43,928 total dwelling units in 1981, 21,330 were owner-occupied and 22,598 were tenant-occupied. There were 45,520 private households in 1981. In 1982, there were 638 rent-geared-to-income units in East York. There were 149 housing starts in 1982; 131 of these were social housing apartments, there were no private rental or condominium starts.

Approximately half of the housing stock was rental in 1981, including high density apartment developments, walk-up apartments and residential units above stores in retail commercial strips. There were ten rooming houses in East York in 1981, seven were occupied by single person households.

Housing Inventory - 1981

Structure Type[1]	No. of Units
houses	19,155
condominiums	1,786
apartments	19,415
plexes	2,749
collectives	40
others	783
Total	43,928

Local Municipal Zoning By-laws Regarding Residential Conversions, Rooming and Boarding Houses, and Roomers or Boarders in Private Houses:

1. Conversions

EAST YORK - Township of East York Zoning By-law

Definition: No definition in Zoning By-law

Zones Permitted: Not a permitted use

EAST YORK - Township of Leaside Zoning By-law

Definition: 2.29 Dwelling Converted - "Dwelling Converted" shall mean a dwelling, including any additions thereto erected prior to the passing of this by-law and which has been or is proposed to be altered or converted so as to provide therein two or more dwelling units.

Zones Permitted: R.2

Min. Lot Size: 5,000 square feet

Min. Frontage: 50 feet

Min. Building, Size: N/A

Min. Unit Size: N/A

Parking Requirements: 1 parking space for each dwelling unit

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[1]Definitions contained in Glossary of Terms.

Other Requirements: coverage (max.) 25%
Ground floor area: 1 storey - 900 square feet
1½ storey - 700 square feet
2 or more storeys - 500 square feet

2. Boarding and Lodging Houses

EAST YORK - Township of East York Zoning By-law

Definition: Not defined

Zones Permitted: Not a permitted use

BOROUGH OF EAST YORK - Township of Leaside Zoning By-Law

Definition: 2.7 Boarding or Lodging House - "Boarding or Lodging House" shall mean a dwelling in which the proprietor supplies, for gain, lodging with or without meals, but does not include a hotel, hospital, children's home, home for the aged or other establishment otherwise classified or defined by this by-law.

Zones Permitted: R1, R2, R3, R4

Min. Lot Size: 5000 square feet

Min. Frontage: 50 feet

Min. Bldg. Size: N/A

Min. Unit Size: N/A

Parking requirements: 1 parking space for each 2 guest rooms

Other Requirements: coverage (max.) 25%
Ground floor area: 1 storey - 900 square feet
1½ storey - 700 square feet
2+ storeys - 500 square feet

3. Roomers or Boarders in Private Houses

EAST YORK - Township of East York Zoning By-law

Definition: Not formally defined, however, definition of "family" includes provision for roomers or boarders, not exceeding 3 in number.

Roomers or boarders permitted in all residential zones.

EAST YORK - Township of Leaside

Definition: Not formally defined, however, definition of "family" includes provision for "....a group of not more than five persons with or without one or more domestic servants occupying a dwelling unit"

Roomers and boarders permitted in all residential zones.

AREA MUNICIPALITY: ETOBICOKE

Population Characteristics:

The total population of Etobicoke was 298,713 in 1981. This reflects a 0.5 per cent. change in population from 1976 to 1981. The population of Etobicoke was 14 per cent. of the Metropolitan Toronto population.

In Etobicoke there were 22,930 one-person households of which 17,155 rented their accommodation. The one-person households in Etobicoke represented 15.8 per cent. of all Etobicoke households. The average household size in 1981 was 3.0 persons per household.

The total single adult population of Etobicoke was 90,320 in 1981. The single adult population of Etobicoke was 13.0 per cent. of the Metropolitan Toronto single adult population. The single adult population breakdown by age group for Etobicoke in 1981 is as follows:

Ages	Single Adult Population	% of Total Adult Population
15 to 24	48,975	19.8%
25 to 34	13,125	5.3%
35 to 44	4,885	2.0%
45 to 54	4,875	2.0%
55 +	18,460	7.5%
Total	90,320	36.6%

The population of youth was 57,785 in 1981 which comprised 19.3 per cent. of the total population of Etobicoke. This age group contained the largest proportion of the single adult population in Etobicoke which was 19.8 per cent. of the City's adult population. The total youth population in Etobicoke represented 14.6 per cent. of the total number of youths in Metropolitan Toronto.

Housing Characteristics:

In Etobicoke of the 109,126 total dwelling units in 1981, 64,322 were owner-occupied and 44,804 were tenant-occupied. There were 105,945 private households in 1981. In 1982 there were 5,090 rent-geared-to-income units in Etobicoke. There were 793 housing starts in 1982; 76 of these were social housing apartments, 695 were single houses, 18 were condominium apartments. There were no private rental apartment starts.

Approximately 41 per cent. of the housing stock was rental, including clusters of apartments, assisted rental units, flats, lodging and rooming houses and apartments above stores. There were 39 licensed rooming houses in Etobicoke in 1981, 20 were occupied by single person households. In 1976, Etobicoke contained

3,225 private occupied dwellings with lodgers. These dwellings accommodated a lodger population of 4,120 persons, of these, households with one lodger represented 80 per cent. of the City's total lodger population. Approximately 31 per cent. of the lodgers were between 15 and 24 years of age in 1976.

Housing Inventory - 1981

Structure Type[1]	No. of Units
houses	57,912
condominiums	10,236
apartments	32,310
plexes	5,130
collectives	1,392
others	2,146
Total	109,126

Local Municipal Zoning By-laws Regarding Residential Conversions, Rooming and Boarding Houses, and Roomers or Boarders in Private Houses:

1. Conversions

ETOBICOKE - Township of Etobicoke

Definition: No definition in Zoning By-law

Zones Permitted: Not a permitted use

ETOBICOKE - Mimico

Definition: Converted Dwelling: means a single-family dwelling that has a gross floor area of at least three thousand square feet and that has been or is proposed to be altered or converted so as to provide therein two or more dwelling units but not so as to make major exterior alteration of the single-family dwelling. For the purpose of this paragraph, the expression "dwelling unit" means a dwelling unit having a floor space of not less than six hundred square feet.

Zones Permitted: R2, R3, R4

Min. Lot Size: 500 square feet

Min. Frontage: 50 feet

Min. Bldg. Size: 3000 square feet

Min. Unit Size: 600 square feet

Parking Requirements: 1 space per dwelling unit

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[1]Definitions contained in Glossary of Terms.

Other Requirements:

Min. front yard depth	20 feet
Min. side yard	3 feet
Min. rear yard depth	25 feet
Min. landscaped open space	25% of lot area

ETOBICOKE - New Toronto

Definition: 4.10.5 Dwelling, Converted: shall mean a dwelling altered to make a greater number of dwelling units in accordance with the provisions of Section 6.3 hereof.

Zones Permitted: R2, R3, R4

Min. Lot Size:

Min. Frontage:

Min. Bldg. Size: 1500 square feet

Min. Unit Size: 500 square feet

Parking Requirements: 1 space per dwelling plus 1 additional space every 4 units or fraction thereof

Other Requirements: Min. landscaped open space 35 per cent. of lot area
Bldg. must be at least 20 years old
No habitable rooms are permitted in cellars

ETOBICOKE - Long Branch

Definition: Not defined

Zones Permitted: RS, RM, RMA

Min. Lot Size: 4000 square feet

Min. Frontage: 40 feet

Min. Bldg. Size: 1500 square feet

Min. Unit Size: 500 square feet

Parking Requirements: 1 parking space per unit

Other Requirements: Building must be at least 20 years old
Maximum coverage of 35% of lot
No habitable room below 2 feet below grade level

2. <u>Boarding and Lodging Houses</u>

BOROUGH OF ETOBICOKE - Township of Etobicoke Zoning By-law

Definition: 5.6 Boarding House: shall mean a dwelling in which meals are regularly provided for compensation to three or more persons other than the lessee, tenant or owner thereof or member of his family.

5.31 Rooming House: shall mean any house or building or portion thereof in which the proprietor resides and occupies at least ten per cent. of the floor space as his residence, and supplies for hire or gain to more than one other person lodging with or without meals in rooms furnished by the proprietor with necessary furnishings and shall not include a hotel or apartment house.

Zones Permitted: R4, CL, CG

Min. Lot Size: General residential provisions apply

Min. Frontage: 40 feet

Min. Bldg. Size: general residential provisions apply

Min. Unit Size: general residential provisions apply

Parking Requirements: parking space for a minimum of 4 cars

BOROUGH OF ETOBICOKE - Town of Mimico Zoning By-law

Definition: (6) Boarding House: means a dwelling in which the proprietor resides and occupies as his residence at least ten per cent. of the gross floor area and supplies with or without meals, lodging to persons other than the proprietor or members of his family, but does not include a hotel, motel, apartment building or apartment hotel.

Zones Permitted: R2, R3, R4

Min. Lot Size: 6000 square feet

Min. Frontage: 60 feet

Min. Bldg. Size:

Min. Unit Size:

Parking Requirements: parking space for a minimum of 4 cars

Other Requirements:

Min. front yard depth	20 feet
Min. width of side yard	8 feet
Min. depth of rear yard	25 feet
Min. landscaped open space	25% of lot area

Max. f.s.i. R2 = 0.6 x site area
R3 = 1.0 x site area
R4 = 1.5 x site area

BOROUGH OF ETOBICOKE - Town of New Toronto Zoning By-law

Definition: 4.27 Rooming House: shall mean any house or building or portion thereof, in which the proprietor resides and occupies at least ten per cent. of the floor space as his residence, and supplies for hire or gain to more than one other person, lodging with or without meals in rooms furnished by the proprietor with necessary furnishings and shall not include a hotel or apartment house.

Zones Permitted: R2, R3, R4

Min. Lot Size: 2500 square feet for single-family dwelling

Min. Frontage: 25 feet for single-family dwelling

Min. Bldg. Size: N/A

Min. Unit Size: N/A

Parking Requirements: parking space for a minimum of 4 cars

Other Requirements:

Front yard	20 feet
Side yard	2 feet
Rear yard	25%of the lot depth (min. 25 feet)
Landscaped open space	40% of lot area

Max. g.f.i. R2 = 60% of lot area
R3 = 100% of lot area
R4 = 150% of lot area

BOROUGH OF ETOBICOKE - Village of Long Branch Zoning By-law

Definition: (5) Boarding or Lodging House (Rooming House): means a dwelling house in which the proprietor supplies for gain lodging with or without meals, but does not include a hotel, hospital, children's home, home for the aged or other establishment otherwise classified or defined in this by-law.

Zones Permitted: RMA zone

Min. Lot Size: 7500 square feet (apartment house)

Min. Frontage: 75 feet (apartment house)

Min. Bldg. Size: N/A

Min. Unit Size: Bachelor apartment 350 square feet

Parking Requirements: parking space for a minimum of 4 cars

Other Requirements: Max. f.s.i. = 1.0

3. Roomers or Boarders in Private Houses

BOROUGH OF ETOBICOKE - Township of Etobicoke

Definition: Not formally defined, however in "dwelling - one family" provision is made for not more than 2 roomers or boarders

Roomers and boarders permitted in all residential zones

BOROUGH OF ETOBICOKE - Town of Mimico

Definition: Not formally defined however definition of "family" includes provision for not more than 2 roomers or boarders

Roomers and boarders are permitted in all residential zones

BOROUGH OF ETOBICOKE - Town of New Toronto

Definition: Not formally defined, however definition of "family" includes provision for "....one or two or more persons living as a single...."

Roomers and boarders are permitted in all residential zones

BOROUGH OF ETOBICOKE - Village of Long Branch

Definition: Not defined. RS zone permits up to 2 roomers or boarders
RM1 zone permits no more than 1 roomer or boarder in any unit

AREA MUNICIPALITY: NORTH YORK

Population Characteristics:

The total population of North York was 559,520 in 1981. The percentage change in population from 1976 to 1981 was 0.2 per cent. The population of North York was 26.2 per cent. of the Metropolitan Toronto population.

In North York there were 36,055 one-person households in 1981, of which 27,990 rented their accommodation. The one-person households in North York represented 18.7 per cent of all North York households. The average household size in 1981 was 2.9 persons per household.

The total single adult population of North York was 167,600 in 1981. The single adult population of North York was 24.1 per cent. of the Metropolitan Toronto single adult population. The single adult population breakdown by age group for North York in 1981 is as follows:

Ages	Single Adult Population	% of Total Adult Population
15 to 24	91,520	20.3%
25 to 34	25,640	5.7%
35 to 44	9,770	2.2%
45 to 54	8,325	1.9%
55 +	32,345	7.2%
Total	167,600	37.3%

The population of youth in 1981 was 108,815 which comprised 19.5 per cent. of the total population of North York. This age group contained the largest proportion of the single adult population which was 20.3 per cent. of the North York single adult population. The total youth population in North York represented 27.5 per cent. of the total number of youths in Metropolitan Toronto.

Housing Characteristics:

In North York, of the 196,447 total dwelling units in 1981, 101,127 were owner-occupied and 95,320 were tenant-occupied. There were 190,755 private households in 1981. In 1982, there were 12,158 rent-geared-to-income units in North York. There were 2,162 housing starts in 1982; 1,952 of these were apartment starts comprising 309 condominiums, 886 social housing units and 757 private rental units.

Approximately half of the housing stock was rental accommodation. There were three rooming houses in North York in 1981.

Housing Inventory - 1981

Structure Type[1]	No. of Units
houses	88,558
condominiums	22,642
apartments	74,896
plexes	5,297
collectives	1,250
others	3,804
Total	196,447

Local Municipal Zoning By-laws Regarding Residential Conversions, Rooming and Boarding Houses, and Roomers or Boarders in Private Houses:

1. Conversion

NORTH YORK

Definition: 2.32.1 "Dwelling Converted" shall mean a dwelling more than thirty (30) years old, altered to contain a greater number of dwelling units.

Zones Permitted: RM3, RM4, RM5, RM6

Min. Lot Size:)

Min. Frontage:) Not specified

Min. Bldg. Size:)

Min. Unit Size:)

Parking Requirements: 1 accessible parking space per dwelling unit
Plus for buildings containing 8 or less units - 1 space/2 units
Plus for buildings containing 8-29 units - 1 space/4 units

Other Requirements: Building must be at least 30 years old

Notes: North York staff advise that rezoning to RM2 (duplex) is most common form of conversion. This rezoning effectively eliminates need for RM3 standards and for 30 years' old requirements.

North York Draft Official Plan Policy "Housing" (1983) indicates that staff propose that "converted double dwellings" be a permitted use in all single-family zones as-of-right thereby eliminating the need for rezoning.

More than 1 kitchen is permitted in houses in single-family zones.

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[1]Definitions contained in Glossary of Terms.

2. Boarding and Lodging Houses

CITY OF NORTH YORK Zoning By-law

Definition: Boarding or Lodging House: 2.9 "Boarding or Lodging House" shall mean a dwelling in which lodging with or without meals is supplied for gain but shall not include a hotel, hospital, children's home, nursing home, home for the aged or other similar establishments.

Zones Permitted: Not a permitted use

3. Roomers or Boarders in Private Houses

CITY OF NORTH YORK

Definition: "Family" definition considered to be "ultra vires" by the provincial court. Effectively no regulations exist respecting roomers or boarders, therefore, are permitted in all zones "as-of-right".

AREA MUNICIPALITY: SCARBOROUGH

Population Characteristics:

The total population of Scarborough was 443,350 in 1981. The per cent. change in population from 1976 to 1981 was 14.5 per cent. Scarborough was the only municipality within Metropolitan Toronto that experienced marked growth during this time period. The population of Scarborough was 20.7 per cent. of the Metropolitan Toronto population.

In Scarborough there were 22,930 households in 1981, 17,155 of these rented their accommodation. The one-person households in Scarborough represented 15.8 per cent. of all Scarborough households. The average household size in 1981 was 3.0 persons per household.

The total single adult population of Scarborough was 122,930 in 1981. The single adult population of Scarborough was 17.6 per. cent. of the Metropolitan Toronto single adult population. The single adult population breakdown by age group for Scarborough in 1981 is as follows:

Ages	Single Adult Population	% of Total Adult Population
15 to 24	71,615	20.6%
25 to 34	16,020	4.6%
35 to 44	6,125	1.8%
45 to 54	5,715	1.6%
55 +	23,455	6.8%
Total	122,930	35.4%

The population of youth was 86,440 in 1981 which comprised 19.5 per cent. of the total population of Scarborough. This age group contained the largest proportion of the single adult population in Scarborough which was 20.6 per cent. of the City's adult population. The total youth population in Scarborough represented 21.8 per cent. of the total number of youths in Metropolitan Toronto.

Housing Characteristics:

In Scarborough of the 149,268 total dwelling units in 1981, 91,490 were owner-occupied and 57,778 were tenant-occupied. There were 144,845 private households in 1981. In 1982 there were 12,735 rent-geared-to-income units in Scarborough. There were 2,714 housing starts in 1982; 496 of these were social housing apartments, 238 were private rental apartments and 225 were condominium apartments. Approximately 39.0 per cent. of the housing stock was rental, with apartments comprising 80% of all rental accommodation.

Housing Inventory - 1981

Structure Type[1]	No. of Units
houses	79,926
condominiums	14,638
apartments	46,302
plexes	6,685
collectives	85
others	1,632
Total	149,268

Local Municipal Zoning By-laws Regarding Residential Conversions, Rooming and Boarding Houses, and Roomers or Boarders in Private Houses:

1. Conversions

   SCARBOROUGH (all communities)

   Definition: No definition in any Zoning By-law

   Zones Permitted: Not a permitted use

2. Boarding and Lodging Houses

   SCARBOROUGH

   Definition: No definition in Zoning By-law

   Zones Permitted: Not a permitted use

3. Roomers or Boarders in Private Houses

   SCARBOROUGH

   Definition: Not formally defined, however, definition of "family" includes provision for not more than 2 roomers or boarders in all communities.

[1]Definitions included in Glossary of Terms.

AREA MUNICIPALITY: TORONTO

Population Characteristics:

The total population of the City of Toronto was 599,215 in 1981. The per cent. change in population from 1976 to 1981 was -5.4 per cent. The population of the City of Toronto was 28.0 per cent. of the Metropolitan Toronto population.

In the City of Toronto there were 90,500 one-person households, of which 75,575 households rented their accommodation. The one-person households in Toronto represent 37.5 per cent. of all Toronto households. The average household size in 1981 was 2.4 persons per household.

The total single adult population of the City of Toronto was 240,525 in 1981. This represents 34.5 per cent. of the Metropolitan Toronto single adult population. The single adult population by age group for the City of Toronto in 1981 is as follows:

Ages	Single Adult Population	% of Total Adult Population
15 to 24	87,105	17.3%
25 to 34	54,345	10.8%
35 to 44	21,655	4.3%
45 to 54	17,430	3.5%
55 +	59,990	11.9%
Total	240,525	47.8%

The population of youth in 1981 was 104,175 which comprised 17.4 per cent. of the total population of the City of Toronto. This age group contained the largest proportion of the single adult population which was 17.3 per cent. of the City of Toronto's total adult population. The total youth population in the City of Toronto represented 26.3 per cent. of the total number of youths in Metropolitan Toronto.

Housing Characteristics:

In the City of Toronto, of the 269,440 total dwelling units in 1981, 115,409 were owner-occupied and 154,031 were tenant-occupied. There were 241,265 private households in 1981. In 1982 there were 16,706 rent-geared-to-income units in the City of Toronto. There were 1,955 housing starts in 1982; 1,734 were apartment starts of which 116 were condominiums, 1,314 were social housing units and 304 were private rental units.

Rental housing comprised 57.2 per cent. of the total housing stock in 1981. There were approximately 700 licensed rooming housings in the City of Toronto as of July 1983.

Housing Inventory - 1981

Structure Type[1]	No. of Units
houses	97,669
condominiums	6,428
apartments	85,386
plexes	52,031
collectives	1,255
others	26,671
Total	269,440

Local Municipal Zoning By-laws Regarding Residential Conversion, Rooming and Boarding Houses, and Roomers or Boarders in Private Houses:

1. Conversions

TORONTO

Definition: Any one family dwelling house other than a unit of "row housing" which, with additions, is over 5 years old.

Zones Permitted: R2, R3, R4, R4A and C1

Min. Lot Size:

Min. Frontage:

Min. Bldg. Size:

Min. Unit Size: 62 square meters if more than 2 units

Parking Requirements: 1 space/dwelling unit existing prior to conversion +1 space/dwelling unit in excess of first 2 dwelling units

Other Requirements:
1. Appearance as one family dwelling not changed
2. G.F.A. increase at conversion not to exceed 15% of the lot area
3. Only one addition permitted
4. New porches and verandahs limited in height (3.7m) and depth (2.4m)
5. Dormer additions limited
6. Conversions if in semi-detached dwelling house must be attached to similar conversion

Note: For past, present and proposed future policy, see attached table.

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[1]Definitions contained in Glossary of Terms.

2. Boarding and Lodging Houses

CITY OF TORONTO Zoning By-law

Definition: Any one family dwelling house other than a unit of row housing which, with additions, is over 5 years old

Zones Permitted: R2, R3, R4, R4A and C1

Min. Lot Size:

Min. Frontage:

Min. Bldg. Size:

Min. Unit Size: 33 square meters

Parking Requirements: 1 parking space for each 3 boarding or lodging rooms

Other Requirements:
1. Appearance as one family dwelling not changed
2. G.F.A. increase at conversion not to exceed 15% of the lot area
3. New porches and verandahs limited in height (3.7m) and depth (2.4m)
4. Dormer additions limited
5. Lodging house if located in semi-detached dwelling house must be attached to similar conversion

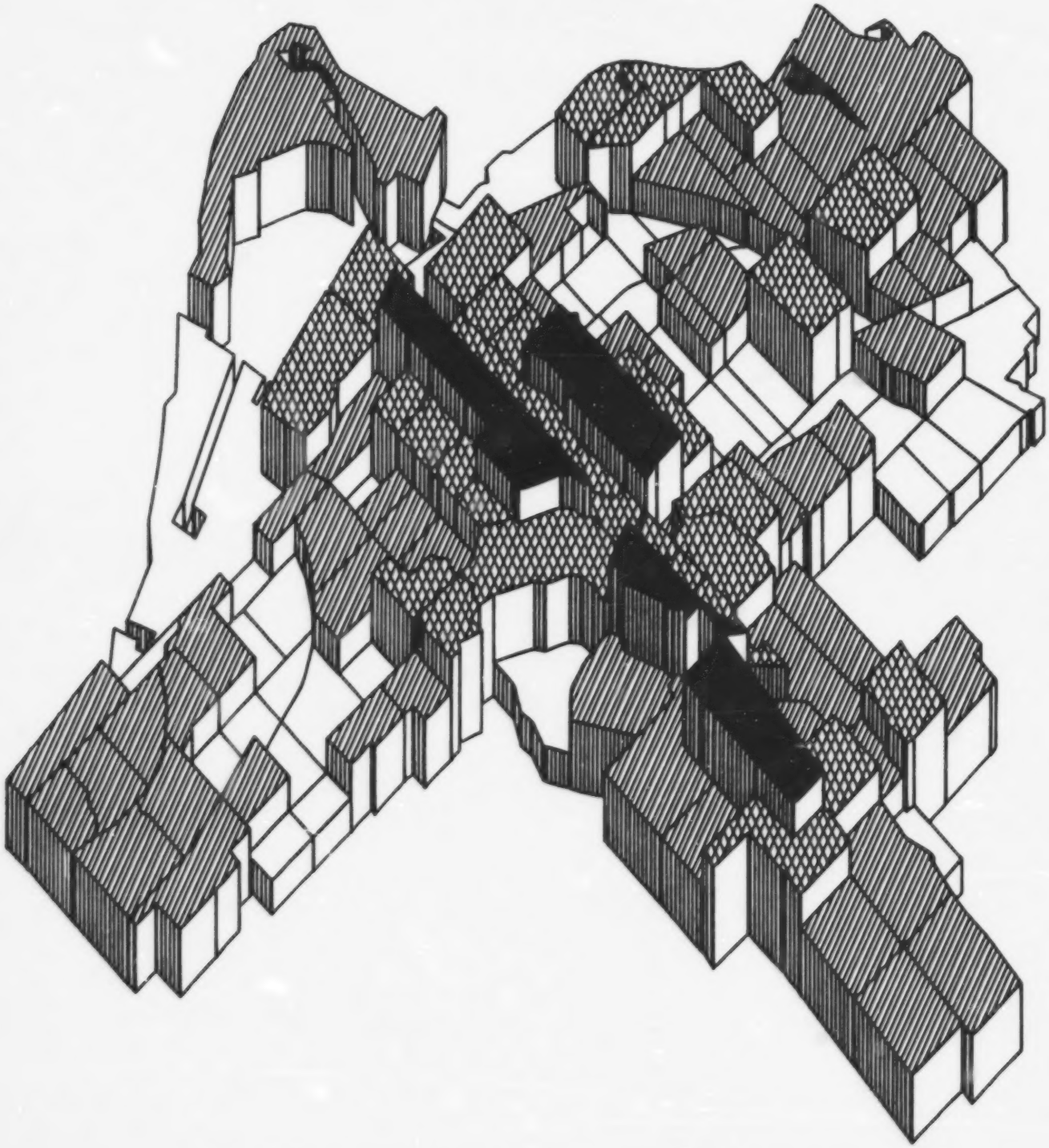
Note: Policy under review; see attached table for past and future policy

3. Roomers or Boarders in Private House

CITY OF TORONTO

Forest Hill area by-law prohibits roomers or boarders entirely, however, not more than 2 roomers or boarders are permitted in residential dwellings in the remainder of the City.

City of Toronto
Percent single person households



Source: Census of Canada —1981

SUMMARY OF NET CHANGES IN DWELLING UNITS WITHIN AND ACROSS TENURE CLASSES CITY OF TORONTO 1975-1980

Existing Supply of Units in 1975	Shifts in Total Units By Tenure Class: Owner Occupied 1980	Owner Tenant 1980	Tenant Occupied 1980	Vacant 1980	Gains minus Losses*	TOTAL CHANGE 1975-80
OWNER 79081	+322 (0.4%)	+4097 (5.2%)	+926 (1.2%)	+446 (0.6%)	+2391 (3.0%)	+8182 (10.3%)
OWNTENANT 45043	-4037 (-9.1)	-5070 (-11.3)	+344 (+0.8)	+9 (-)	-613 (-1.4)	-9427 (-20.9)
TENANT 131773	-926 (-0.7)	-344 (-0.3)	-903 (-0.7)	-22 (-)	+9714 (7.3)	+7519 (5.7)
VACANT 6481	-446 (-6.9)	-9 (-0.1)	+22 (0.3)	+550 (8.4)	+732 (11.3)	+849 (13.1)

NOTE: This table shows the net changes in total dwelling units by tenure class occurring between 1975 and 1980. Changes within each tenure class are broken out to show unit changes in properties which remained in the same tenure class and in properties which shifted to another tenure class. The percentage value represents the relative shift in total units from the total supply of units which existed in 1975.

* Gains minus losses refers to net changes through new construction less demolitions. Also include are non-residential properties which were converted to residential use and residential properties which were converted to non-residential use.
This table was based on information provided in the HOAS Summary Reports.

SYNOPSIS OF PAST, PRESENT AND PROPOSED PROVISIONS AFFECTING

THE DEVELOPMENT OF LODGING HOUSES AND CONVERTED DWELLING HOUSES

GENERAL PROVISIONS	DISTRICTS AFFECTED*	DEFINED USES	CLASS OF ORIGINAL BUILDING	CONDITIONS FOR CONVERSION	MINIMUM FLOOR AREAS REQUIRED		MAXIMUM NO. OF UNITS PERMITTED	REQUIRED PARKING
					Self contained dwelling units	Rooms with shared facilities		
The Zoning By-law prior to 1978	R2 R3	**'boarding and lodging house'** (contains **dwelling rooms**)	any **'one family dwelling house'** at least 5 years old	1. owner or bona fide tenant in residence 2. no exterior signs 3. no culinary equipment in bedrooms 4. one washroom per six bedrooms 5. orderly maintenance		owner or bona fide tenant suite - 37 sq. m dwelling room - 7 sq. m per occupant but not less than 9 sq. m in total	no maximum	one **parking space** for each six rooms or portion thereof
	R2, R3, R4, R4A and C1	**'converted dwelling house'** (contains **dwelling units**)	any **'one family dwelling house'** plus additions	none	no minimum* (other than O.B.C., etc.)		no maximum	one **parking space** for each **'dwelling unit'**
	R4, R4A	**'boarding and lodging house'**	essentially unrestricted	none		no minimum*	no minimum	
The Zoning By-law (current) 321-79 322-79 323-79 501-81 502-81 503-81 and amending by-laws	R2, R3, R4, R4A and C1	**'converted dwelling house'** (contains **dwelling units**)	any **'one family dwelling house"** other than a unit of 'row housing' which, together with additions is over 5 years old	1. appearance as one family dwelling house not changed 2. G.F.A. increase at conversion not exceed 15% of the lot area 3. only one addition permitted 4. new porches or verandahs limited in height (3.7 m) and depth (2.4 m) 5. Dormer additions limited	average of 65 sq. m in a **'converted dwelling house** if more than two units		no maximum	1 **parking space** for the first **dwelling unit** contained therein where such **parking space** existed prior to conversion, plus 1 **parking space** for each **dwelling unit** in excess of the first 2 **dwelling units**
		'converted dwelling and lodging house (contains **dwelling rooms** or both **dwelling rooms** and **dwelling units** a **'boarding or lodging house'**		6. 'Converted dwelling and lodging house' only - if located in semi-detached dwelling house must be attached to similar conversion - must comply with conditions 1, 2, 4 and 5 for **'boarding and lodging house'** (above)	average of 33 sq. m in a **'converted dwelling and lodging house'**	13 sq. m if combined living/bedroom/kitchen	6 **boarding or lodging rooms**	1 **parking space** for each 3 **boarding or lodging rooms** or fraction thereof in excess of 3, 1 **parking space** for each 2 **dwelling units**, or fraction thereof
"Affordable Housing Proposals Sept. 24/82	R1A, R2 R3, R4, R4A, C1 CR and QA	**'residential building'** (contains **dwelling rooms'** and/or **dwelling units'**)	any **'dwelling house'** (new or converted)	facade controls to be studied	none (note O.B.C. provides for minimum floor area of approx. 15.0 sq. m)	none (note O.B.C. provides for minimum floor area of 6.0-7.0 sq. metres)	no maximum	study of required parking requirements requested
		'lodging house' contains **dwelling rooms** and max. of one dwelling unit	upper portion of a C1 building	exclusive use of washrooms not permitted in dwelling rooms				

Source: City of Toronto Planning and Development Department

AREA MUNICIPALITY: YORK

Population Characteristics:

The total population of York was 134,615 in 1981. The per cent. change in population from 1976 to 1981 was -4.8 per cent. The population of York was 6.2 per cent. of the Metropolitan Toronto population.

In York there were 13,955 one-person households of which 10,485 rented their accommodation. The one-person households in York represent 27.3 per cent. of all York households. The average household size in 1981 was 2.6 persons per household.

The total single adult population of York was 42,140 in 1981. The single adult population of York was 6.0 per cent. of the Metropolitan Toronto single adult population. The single adult population breakdown by age group for York in 1981 is as follows:

Ages	Single Adult Population	% of Total Adult Population
15 to 24	18,370	16.8%
25 to 34	7,505	6.9%
35 to 44	2,910	2.7%
45 to 54	2,705	2.5%
55 +	10,650	9.8%
Total	42,140	38.7%

The youth population was 23,290 in 1981 which comprised 17.3 per cent. of the total population of York. This age group contained the largest proportion of the single adult population in York which was 16.8 per cent. of the City's adult population. The total youth population in York represented 5.9 per cent. of the number of youths in Metropolitan Toronto.

Housing Characteristics:

In York, of the 53,130 total dwelling units in 1981, 27,218 were owner-occupied and, 25,912 were occupied by tenants. There were 51,055 private households in 1981. In 1982 there were 3,202 rent-geared-to-income units in York. There were 724 housing starts in 1982; 642 were apartment starts of which 577 were social housing units and 65 were private rental units.

Approximately half of the housing stock was rental including a large proportion of apartments, many plexes, many 'other' types and few collective housing units. There were 96 rooming houses in York in 1981, 45 (50%) were occupied by single-person households. One-third of the rooming houses were occupied by two or three-person households.

Housing Inventory - 1981

Structure Type[1]	No. of Units
houses	24,370
condominiums	1,955
apartments	17,991
plexes	6,079
collectives	211
others	2,524
Total	53,130

Local Municipal Zoning By-laws Regarding Residential Conversions, Rooming and Boarding Houses, and Roomers or Boarders in Private Houses:

1. Conversions

BOROUGH OF YORK - Township of York

Definition: (17) "Converted Dwelling House" means a dwelling house including any addition thereto, which has been or is proposed to be altered or converted so as to provide therein two or more dwelling units.

Zones Permitted: R3, R4

Min. Lot Size: Varies by zone and house type

Min. Frontage: 40 feet

Min. Bldg. Size: 1500 square feet

Min. Unit Size: 500 square feet

Parking Requirements: 1 space per dwelling unit

Other Requirements: Min. 20 years old
Max. f.s.i. = 0.4
Extension to the rear only

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[1]Definitions included in Glossary of Terms.

BOROUGH OF YORK - Town of Weston

Definition: "Converted Dwelling House" means a dwelling house including any additions thereto, which has been or is proposed to be altered or converted so as to provide two or more dwelling units.

Zones Permitted: R2, R3, R4

Min. Lot Size

Min. Frontage: 40 feet

Min. Bldg. Size: 1500 square feet

Min. Unit Size: 500 square feet

Parking Requirements: 1 parking space per dwelling unit

Other Requirements: Min. 20 years old
Max. f.s.i. = 0.4
Extension to the rear
No outside staircases except steel fire escapes shall be permitted.

2. Boarding and Lodging Houses

BOROUGH OF YORK - Township of York Zoning By-law

Definition: 3(a) "Boarding House" or "Lodging House" means the whole of a dwelling house in which the owner resides, and supplies for gain lodging with or without meals to 5 or more boarders or lodgers sixteen years of age or over, but does not include a hotel or any other building otherwise classified or defined in this by-law.

Zones Permitted: R3, R4

Min. Lot Size: General residential requirements

Min. Frontage: General residential requirements

Min. Bldg. Size: N/A

Min. Unit Size: N/A

Parking Requirements: 1 parking space per dwelling unit

Other Requirements: No basement apartments permitted in R3 zones
Basement apartments permitted in R4 zones

BOROUGH OF YORK - Town of Weston

Definition: (8) "Boarding" or "Lodging House" means the whole of a dwelling house in which the proprietor or operator supplies for gain, lodging with or without meals to 5 or more boarders or lodgers but does not include a hotel or any other building otherwise classified or defined in this by-law.

Zones Permitted: R3

Min. Lot Size: General residential requirements

Min. Frontage: General residential requirements

Min. Bldg. Size: N/A

Min. Unit Size: N/A

Parking Requirements: 1 parking space for each dwelling unit

3. Roomers or Boarders in Private Houses

BOROUGH OF YORK - Township of York

Definition: (5) "Boarder" or "Lodger" means a person who occupies living accommodation in a boarding house or lodging house or in a one-family dwelling house, semi-detached dwelling house or in any dwelling unit, but shall not include any member of a family as defined in this by-law. Four boarders permitted in single-family units, 2 boarders permitted in any other unit type.

BOROUGH OF YORK - Town of Weston

Definition: (7) "Boarder" or "Lodger" means a person, sixteen years of age or over, who occupies living accommodation in a boarding house or lodging house or in a one-family dwelling house, semi-detached dwelling house or in any dwelling unit, but shall not include any member of a family as defined in this by-law. Four boarders permitted in single-family units, 2 boarders permitted in any other unit type.

MUNICIPALITY - METROPOLITAN TORONTO

Population Characteristics:

The total population of the Municipality of Metropolitan Toronto was 2,137,395 in 1981. This represents a 0.6 per cent. change in population from 1976 to 1981.

In Metropolitan Toronto there were 196,160 one-person households in 1981, of which 154,500 rented their accommodation. The one-person households in Metropolitan Toronto represent 25.3 per cent. of all Metropolitan Toronto households. The average household size in 1981 was 2.7 persons per household.

The total single adult population of Metropolitan Toronto was 696,840 in 1981. The single adult population breakdown by age group for 1981 is as follows:

Ages	Single Adult Population	% of Total Adult Population
15 to 24	329,240	18.9%
25 to 34	122,795	7.0%
35 to 44	48,055	2.8%
45 to 54	41,615	2.4%
55 +	155,135	8.9%
Total	696,840	40.0%

The population of youth was 395,750 in 1981 comprising 19.0 per cent. of the total population of Metropolitan Toronto. This age group contained the largest proportion of the single adult population in Metropolitan Toronto consisting of 18.9 per cent. of the municipality's adult population.

Housing Characteristics:

In Metropolitan Toronto of the 821,339 dwelling units in 1981, 420,896 were owner-occupied and 400,443 were tenant-occupied. There were 776,385 private households in 1981. In 1982 there were 50,529 rent-geared-to-income units in Metropolitan Toronto. There were 8,457 housing starts in 1982; 5,512 were apartment starts made up of 1,364 private rental units, 3,480 social housing units and 668 condominiums.

Approximately half of the housing stock was rental in 1981, including houses, condominiums, apartments, flats, rooming houses and apartments above stores. Approximately 67 per cent. of rental units were in conventional buildings. The Metro-wide pattern of distribution for rooming houses in 1981 illustrates that most rooming houses were located in the City of Toronto and the City of York. One-tenth of the rooming house stock in Metropolitan Toronto was contained in Etobicoke, East York, Scarborough and North York in 1981.

Housing Inventory - 1981

Structure Type[1]	No. of Units
houses	367,590
condominiums	57,685
apartments	276,300
plexes	77,971
collectives	4,233
others	37,560
Total	821,339

Jurisdictional Responsibility:

The Municipality of Metropolitan Toronto does not have statutory authority to legislate on matters of zoning for land-use or by-laws regarding conversions, rooming and boarding houses, and roomers or boarders in private houses.

[1]Definitions included in Glossary of Terms.

POPULATION IN METROPOLITAN TORONTO

1976 AND 1981

Area Municipality	1976	1981	% Change 1976-1981
Toronto	633,320	599,215	-5.4
East York	106,950	101,975	-4.7
York	141,385	134,615	-4.8
Etobicoke	297,160	298,715	0.5
North York	558,398	559,520	0.2
Scarborough	387,150	443,355	14.5
Metropolitan Toronto	2,124,291	2,137,395	0.6

Source: 1981 Census, "Population, Occupied Private Dwellings, Private Households and Families in Private Households", CATALOGUE 95-903.

SINGLE ADULT POPULATION BY AGE

Area Municipality	Total Adult Population[1]	SINGLE ADULT POPULATION BY AGE[2] 15-24	25-34	35-44	45-54	55+	Total
Scarborough	347,035	71,615	16,020	6,125	5,715	23,455	122,930
(% of adult pop.)		20.6%	4.6%	1.8%	1.6%	6.8%	35.4%
Toronto	503,015	87,105	54,345	21,655	17,430	59,990	240,525
(% of adult pop.)		17.3%	10.8%	4.3%	3.5%	11.9%	47.8%
East York	85,905	11,655	6,160	2,710	2,565	10,235	33,325
(% of adult pop.)		13.6%	7.2%	3.2%	3.0%	11.9%	38.8%
North York	449,735	91,520	25,640	9,770	8,325	32,345	167,600
(% of adult pop.)		20.3%	5.7%	2.2%	1.9%	7.2%	37.3%
York	109,125	18,370	7,505	2,910	2,705	10,650	42,140
(% of adult pop.)		16.8%	6.9%	2.7%	2.5%	9.8%	38.6%
Etobicoke	247,055	48,975	13,125	4,885	4,875	18,460	90,320
(% of adult pop.)		19,8%	5.3%	2.0%	2.0%	7.5%	36.6%
Metro Toronto	1,741,870	329,240	122,795	48,055	41,615	155,135	696,840
(% of adult pop.)		18.9%	7.0%	2.8%	2.4%	8.9%	40%

[1]The total adult population includes persons 15 years and older.

[2]Single refers to unattached individuals who may be married, divorced, widowed or separated.

Source: Statistics Canada, Report No. 3, 1981 Census

SINGLE POPULATION BY HOUSEHOLD

Area Municipality	One-Person Households			Total Households		
	Own	Rent	Total (% of total households)	Own	Rent	Total
Scarborough	5,780	17,155	22,935 15.8%	88,755	56,090	144,845
Toronto	14,930	75,575	90,505 37.5%	98,270	142,995	241,270
East York	3,600	9,095	12,695 29.9%	20,685	21,830	42,515
North York	8,065	27,995	36,055 18.7%	99,030	91,720	190,750
York	3,470	10,485	13,955 27.3%	26,365	24,690	51,055
Etobicoke	5,825	14,195	20,020 18.9%	62,450	43,495	105,945
Metropolitan Toronto	41,660	154,500	196,160 25.3%	395,570	380,810	776,385

Source: Statistics Canada, Report No. 8, 1981 Census

PRIVATE HOUSEHOLDS IN METROPOLITAN TORONTO

1976 and 1981

TOTAL PRIVATE HOUSEHOLDS

	1976		1981		Change 1976-1982	
	Size (pph)[1]	No.	Size (pph)	No.	Size (pph)	No.
Toronto	2.7	230,395	2.4	241,265	-0.3	10,870
East York	2.5	42,430	2.4	42,520	-0.2	90
York	2.9	49,055	2.6	51,055	-0.3	2,000
Etobicoke	3.0	96,935	2.8	105,945	-0.2	9,010
North York	3.1	176,090	2.9	190,755	-0.2	14,665
Scarborough	3.2	118,065	3.0	144,845	-0.2	26,780
Metropolitan Toronto	2.9	712,965	2.7	776,385	-0.2	63,420

[1](pph) refers to the number of persons per household.

Source: 1981 Census, "Population, Occupied Private Dwellings, Private Households and Families in Private Households", CATALOGUE 95-903.

SINGLE PERSONS AGE 15 OR MORE BY LIVING ARRANGEMENT AND MUNICIPALITY FOR METROPOLITAN TORONTO
1981

Municipality	Living as One Person Household	Living with Economic Family	Living with Other Unattached Individuals	Total
Scarborough	23,145	3,255	5,975	32,380
Toronto	91,340	12,635	33,875	137,855
East York	12,540	850	3,330	16,720
North York	36,175	4,305	10,040	50,525
York	13,990	1,355	3,325	18,670
Etobicoke	19,975	1,910	5,960	27,845
Metropolitan Toronto	197,170	24,305	62,510	283,990

Source: 1981 Census, Special Data Request.

HOUSING INVENTORY BY STRUCTURE TYPE, METRO MUNICIPALITIES, 1981

STRUCTURE TYPE	SCARBOROUGH	TORONTO	EAST YORK	NORTH YORK	YORK	ETOBICOKE	METRO TORONTO
SINGLE DETACHED							
- owner	61,341	39,232	14,243	61,445	17,790	49,881	243,923
- tenant	3,345	4,558	936	3,448	1,460	2,475	16,222
- total	64,686	43,790	15,179	64,893	19,250	52,356	260,154
SINGLE ATTACHED							
- owner	12,286	43,741	3,590	18,143	4,592	3,455	85,807
- tenant	2,954	10,138	386	5,522	528	2,101	21,629
- total	15,240	53,879	3,976	23,665	5,120	5,556	107,436
ROW CONDOMINIUM							
- owner	0	429	16	0	0	0	445
- tenant	0	310	9	0	0	0	319
- total	0	739	25	0	0	0	764
APT. CONDOMINIUM							
- owner	11,979	3,692	1,523	18,260	1,643	8,421	45,518
- tenant	2,659	1,997	238	4,380	312	1,815	11,403
- total	14,638	5,689	1,761	22,642	1,955	10,236	56,921
PLEXES							
- owner	4,524	20,768	1,486	1,818	1,945	1,165	31,724
- tenant	2,143	31,263	1,263	3,479	4,134	3,965	46,247
- total	6,685	52,031	2,749	5,297	6,079	5,130	77,971
APARTMENTS							
- owner	965	3,096	282	1,025	708	892	6,968
- tenant	45,337	82,290	19,133	73,871	17,283	31,418	269,332
- total	46,302	85,386	19,415	74,896	17,991	32,310	276,300
COLLECTIVE							
- owner	6	182	5	9	86	115	403
- tenant	79	1,073	35	1,241	125	1,277	3,830
- total	85	1,255	40	1,250	211	1,392	4,233
OTHER							
- owner	371	4,269	185	427	454	393	6,099
- tenant	1,261	22,402	598	3,377	2,070	1,753	31,461
- other	1,632	26,671	783	3,804	2,524	2,146	37,560
TOTAL							
- owner	91,490	115,409	21,330	101,127	27,218	64,322	420,896
- tenant	57,778	154,031	22,598	95,320	25,912	44,804	400,442
- total	149,268	269,440	43,928	196,447	53,130	109,126	821,339

SOURCE: Provincial Assessment Data, as compiled by Metro Toronto Planning Department (Report No. 4.10)

APARTMENT STARTS AND COMPLETIONS IN METROPOLITAN TORONTO

1980, 1981 AND 1982

		STARTS				COMPLETIONS			
		Private Rental*	Social Housing**	Condominium	Total	Private Rental*	Social Housing**	Condominium	Total
Toronto	1980	168	1,044	1,444	2,656	1,119	1,707	261	3,087
	1981	26	772	886	1,684	40	527	1,258	1,825
	1982	304	1,314	116	1,734	153	1,270	939	2,362
East York	1980	0	0	0	0	0	0	0	0
	1981	0	0	0	0	0	0	0	0
	1982	0	131	0	131	0	0	0	0
York	1980	0	510	0	510	0	0	0	0
	1981	1	144	0	145	0	300	132	432
	1982	65	577	0	642	66	354	0	420
Etobicoke	1980	179	0	155	334	939	148	174	1,261
	1981	105	456	0	561	6	0	155	161
	1982	0	76	18	94	282	532	0	814
North York	1980	0	248	797	1,045	733	1,016	210	1,959
	1981	0	125	738	863	0	248	823	1,071
	1982	757	886	309	1,952	92	125	603	820
Scarborough	1980	468	0	0	468	1,310	0	549	1,869
	1981	0	254	644	898	0	300	270	570
	1982	238	496	225	959	0	337	0	337
Metropolitan Toronto	1980	815	1,802	2,396	5,013	4,111	2,871	1,194	8,176
	1981	132	1,751	2,268	4,151	46	1,375	2,638	4,059
	1982	1,364	3,480	668	5,512	593	2,618	1,542	4,753

SOURCE: C.M.H.C., Toronto Office

NOTE: * includes non-N.H.A. units and Section 6 units
** includes Sections 43 and 56.1

GLOSSARY OF TERMS

POPULATION CHARACTERISTICS

1. Single Person - For the purposes of this Task Force single persons refers to unattached individuals who may be divorced, separated, widowed or never married.

2. Youth - The term 'youth' refers to individuals between the ages of 15 and 24 years.

3. Adult - Adults include persons 15 years of age and older.

HOUSING CHARACTERISTICS (Canadian Census Definitions)

1. Collective Housing - Refers to a dwelling of a commercial, institutional or communal nature. It may be identified by a sign on the premises or by a Census Representative speaking with the person in charge or with a resident or a neighbour, etc. Included are hotels, motels, tourist homes, nursing homes, hospitals, staff residences, communal quarters of military camps, work camps, jails, missions, rooming- or lodging-house. Collective dwellings may be occupied by usual residents or solely by foreign and/or temporary residents.

2. Lodging and Rooming House - A commercial establishment which may be a converted private dwelling having furnished rooms for renting, identified by a sign or by a Census Representative speaking with a person in charge or a resident or a neighbour, etc., or occupied on Census Day by at least 10 persons unrelated to the person designated as Person 1.

3. Other - A dwelling that meets the criteria of the general collective housing definition but not those of a specific type. Included are race tracks, outfitter lodges, carnival/circus camps, non-religious communes, and rental units above commercial strip developments.

4. Private Household - Refers to a person or group of persons (other than foreign residents) who occupy a private dwelling and do not have a usual place of residence elsewhere in Canada. The number of private households equals the number of occupied private dwellings.

5. Dwelling - Refers to a set of living quarters in which a person or group of persons reside or could reside.

6. Household size - Refers to the number of persons in a private household.

DATA SOURCES

1. "Apartment Starts and Completions in Metropolitan Toronto 1980, 1981 and 1982", CMHC, Toronto Office.

2. Borough of Etobicoke Planning Department, The Lodging House Study Toronto: Borough of Etobicoke Planning Department, May 1981.

3. "Housing Inventory by Structure, Type, Metro Municipalities, 1981", Provincial Assessment Data, as compiled by Metro Toronto Planning Department (Report No. 4.10)

4. "Housing Starts and Completions in Metropolitan Toronto 1981 and 1982", CMHC, Toronto Office.

5. Metropolitan Toronto Planning Department. Annual Housing Report 1982 Toronto: Metropolitan Toronto Planning Department, March 1983.

6. "Population in Metropolitan Toronto, The Four Regions and the Metropolitan Region", 1981 Census, "Population, Occupied Private Dwellings, Private Households and Families in Private Households", CATALOGUE 95-903.

7. "Private Households in Metropolitan Toronto, The Four Regions and the Metropolitan Region - 1976 and 1981", 1981 Census, "Population, Occupied Private Dwellings, Private Households and Families in Private Households", CATALOGUE 95-903.

8. "Public and Private Rent Geared to Income Units, Metro Toronto, 1982", CMHC.

9. "Rooming Houses by Tenure and Household Size, Metro Municipalities, 1981", Provincial Assessment Data, as Compiled by the Metro Toronto Planning Department (Report No. 4.90).

10. "Single Population By Age", Statistics Canada, Report No. 3, 1981 Census.

11. "Single Population By Household", Statistics Canada, Report No. 8, 1981 Census.

12. Special Data Request, Statistics Canada, 1981 Census.

13. "Vacancy Rates For Apartments in Metro Municipalities, October 1981 and 1982 (%)", CMHC, Toronto Office.

APPENDIX B: CASE STUDY SYNOPSIS

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SELF-CONTAINED ACCOMMODATION

1.1 Apartment Houses for Singles

Several apartment houses designed specifically to meet the needs of single people were built in the early 1970's. These developments consist of small self-contained units similar to bachelor apartments with a gross floor area of between 160 and 240 square feet. Tenancies in these buildings are governed by both The Landlord & Tenant Act and The Residential Tenancies Act.

In each of the following developments, professional property management staff live in the building to ensure proper maintenance and the peaceful co-existence of tenants.

- The Alexandra Park development (55 Grange Avenue and 77 Ryerson Avenue) was built and mortgaged by the Manufacturer's Life Insurance Company which continues to manage the properties. It consists of two 6-storey buildings each containing 87 furnished mini-bachelor units. The units currently rent for $206/month. Approximately 75 parking spaces are available for each building; these are never all rented.

  The Alexandra Park buildings were developed to accommodate low-income, young, single working people. Today the tenants include clerical workers, laborers, students and professionals. While there is estimated to be a 33% turnover rate per year, units are quickly rented and there are no vacancies.

- Bradley Court (280 Dundas Street East) is a 10-storey building containing 240 furnished mini-bachelor units which rent for $40-$50/week. This building was developed as a special initiative by CMHC under the Limited Dividend Program. Bradley Court was designed to accommodate low-income singles. Today the vast majority of tenants are men and over half of the tenants receive some form of income assistance.

- Bradwin Court (266 Sherbourne Street) is a 13-storey building containing 120 furnished mini-bachelor units for low-income single people. These units currently rent for $42-$57/week. Also developed as a special initiative under the Limited Dividend Program, the existing mortgage is carried at an interest rate of 8%. While there is a full range of people living in Bradwin Court, the majority are over 35 years of age and male.

1.2 Bachelorettes

Bachelorette units were primarily concentrated in three, older residential areas of the City of Toronto: South Parkdale, the Annex and Cabbagetown. Large single-family detached houses were illegally converted to contain an average of 16 self-contained units which rented for an average of $56/week.

Negative reactions to the development of bachelorettes resulted, to a large degree, from an over-concentration of such units in established residential neighbourhoods. In addition, many operators did not ensure that the converted dwellings were visually compatible with the fabric of the existing neighbourhood.

1.3 Conclusions

- Fundamental to the success of the singles apartment buildings was the availability of preferred financing; today, new private sector developments are not financially viable without a comparable subsidy.

- The mini-bachelor unit, available in the three singles apartment buildings described, is the type of housing preferred by many of the low-income single persons interviewed by the Task Force members.

- Management is a key factor in the success of the singles apartments. A live-in superintendent was cited as essential to the management of the buildings in terms of ensuring both good maintenance and appropriate tenant selection.

- The bachelorette experience is one indicator of the extent of the unmet demand for affordable self-contained units.

- When developing singles accommodation, through construction or conversion, consideration must be given to integrating the housing into the existing community and to avoiding an over-concentration of any one segment of the population in one area.

2. SHARED ACCOMMODATION

2.1 Traditional Private Sector Rooming Houses[1]

Traditionally rooming houses were large, single-family detached houses, located in older residential areas, which had been converted to contain up to approximately 12 furnished rooms with shared kitchen and washroom facilities. Parking and laundry facilities may or may not be available. The cost of this type of accommodation varies, however $40-$50/week is the current average.

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[1]Rooming house accommodation is governed by The Residential Tenancies Act.

The affordability of rooming house accommodation is by far the major reason for living in this type of housing. In addition, the absence of a lease may be important to individuals who are not assured of a stable financial future. In fact, roomers tend to move continuously among rooming houses, hostels and the mission accommodation.

The availability of this accommodation is declining drastically and the economics of the marketplace prohibit the creation of new rooming houses in the private sector.

2.2 Public Sector Rooming Houses

- The City of Toronto non-profit housing company owns and operates four rooming house projects comprising a total of 25 furnished rooms: two houses in South St. Jamestown, one house at Dundas-Beverley, and one house at Dundas-Sherbourne. Kitchen and washroom facilities are shared, although each room contains a small refrigerator. Rooms rent for between $41 and $53 per week.

  The Cityhome rooming houses are heavily subsidized by the City of Toronto. The reasons for this subsidy have been cited to be rental arrears and repairs necessitated by vandalism. It is clear that on-site property management staff would be an asset.

- Metro Toronto Housing Authority owns and operates the Church/Granby Project (formerly Macphail) which consists of 279 units in a 13-storey building. Units are arranged in clusters, ten 2-bedroom clusters, eleven 4-bedroom clusters and 43 5-bedroom clusters, around common kitchen-dining rooms.

  This project has had a history of tenancy problems: a major contributing factor has been cited to be the flexibility of the eligibility criteria in combination with the design of the building. The tenant selection process is critical in situations where accommodation is shared. In addition, a greater concentration of staff is necessary to facilitate co-operative living and to mediate disputes amongst tenants and with management.

  MTHA is currently reviewing its policy regarding the future use of the Church/Granby Project; meanwhile, the development continues to house single women on a rent-geared-to-income basis.

2.3 Non-Profit Rooming Accommodation

Recently, non-profit organizations have been approaching CMHC for funds to develop rooming house type accommodation. In both of the following cases, a social management component is fundamental to the project.

- The Fred Victor Mission and a number of downtown agencies which serve single displaced people incorporated as the Homes First Society to develop and manage a high-rise rooming house project for low-income single people to be called, Third House. The development will consist of 17 four or five-bedroom units each containing a kitchen/dining area, living/dining area and balcony. A cafeteria, office/meeting rooms and common lounges will also be provided.

  Staff will be on-site 24 hours a day to manage the property and to facilitate co-operative living amongst the clusters of residents. In addition, social service agencies will provide on-going support to their clients who reside at Third House.

  The key to the success of this project will be based upon a particular style of management. "Facilitative staff", who facilitate relationships between unrelated residents, with the community at large and with community service agencies, are an essential component of the project design. While subsidies to build the project are available, on-going funding for the staff component is not easily accessed.

- The Sionito Community Development Corporation, established by the Reorganized Church of Jesus Christ of Latter Day Saints, is currently renovating a three-storey lodging house (497 St. Clair Avenue West, at Bathurst Street). The completed project will contain 19 suites: six 3-bedroom units, 4 2-bedroom units and clusters of hostel rooms (32 rooms in total) with shared kitchen and washrom facilities. Rents are expected to be $230/month for a room, $550/month for a 2-bedroom unit and $740/month for a 3-bedroom unit.

  While Sionito will provide a full-time manager for the project, social service agencies are currently being approached to refer clients to live in the project for whom the agencies will provide on-going support.

Several residences which offer short-term, seasonal or long-term accommodation are available in the City of Toronto. Residences are available for both women and students throughout the year; additional rooms are available for both women and men during the summer months.

- The YWCA owns and operates Woodlawn Residence in a residential area near Yonge and St. Clair. The residence consists of 3 emergency beds which are subsidized by Metro; guest accommodation for up to 30 people at a charge of $22-$25/day; and long-term accommodation for 131 women, generally aged 16-35 years, at a charge of $48/week. The operation of guest rooms helps to offset the cost of providing long-term accommodation at a reasonable rent.

The residence is staffed 24 hours a day. In addition, during business hours a counsellor/social worker is available to assist residents.

- The University of Toronto rents furnished private rooms to non-students in all University of Toronto residences from May through August for $55/week.

- The Canadian Hosteling Association operates a hostel for young people, at Church and Dundas Streets, which is open 12 months of the year and has a 75-bed capacity.

2.4 Conclusions

- The loss of private sector rooming house accommodation will continue; the development of new rooming houses by the private sector is not financially viable.

- Churches and other non-profit agencies have an important role to play in the provision of affordable housing.

- Recognition of the interdependency between the built form and the management style is required by funding agencies if such developments are to be successful; it may be appropriate to view the Third House as a pilot project to assist in the development of public policy regarding the future development of accommodation for low-income single people.

3. DEVELOPMENT INITIATIVES

3.1 Residential Hotels

There are a number of hotels in Toronto which provide long-term residential accommodation. These hotels are found primarily in older commercial areas on major streets in the City. The quality of these establishments varies with respect to maintenance and upkeep. The rooms are furnished, washrooms are shared and no cooking facilities are available.

Recently, some hotel owners have been attempting to change their licenses from one of a hotel operation to that of bar. This would enable the owners to close down the rooms which are expensive to maintain at the required standards and which generate little income. The City has been forestalling the closures but the potential loss of this accommodation is still a possibility.

3.2 Adaptive Re-Use

In looking at alternative means of creating housing for singles, the potential for development or intensification of existing buildings (whether they are presently in residential use or not) and lands must be evaluated. These include vacant lands throughout Metro which are held by the Toronto Transit Commission, area municipalities and Metropolitan Toronto as well as church properties and schools.

3.2.1 Church Properties

Many religious groups and local churches have been re-evaluating their responsibility to address the needs of the community. As a result, a variety of churches throughout Metro have expressed an interest in using their properties or buildings to provide low-income housing. These initiatives include:

- Parkdale United Church has demolished their building and constructed a singles housing project, Phoenix Place. This development is a 135-unit high-rise apartment building designed to accommodate low-income working singles. The development combines the meeting rooms and sanctuary of the Parkdale United Church at ground level with small furnished bachelor units on the upper floors. The project has encountered financial difficulties since its inception despite CMHC funding under the Limited Dividend Program. In part, these difficulties were due to the cost of retaining an adjacent property and vacant house. However, it is apparent that financial and property management experience are crucial to such undertakings.

- Hope United Church (Main and Danforth) has proposed to develop senior citizens accommodation adjacent to the existing church. The development will include bachelor, one and two-bedroom units. The development of high-rise senior citizen accommodation in an established residential neighbourhood tends to be readily acceptable to local residents.

- All Saints Anglican Church (Dundas & Sherbourne) plan to develop a high rise residential complex adjacent to the church. Preliminary proposals suggest a mixed use development such that the commercial rents would help to offset the residential component of the complex and enable the church to provide less-expensive rental units.

- Dovercourt Baptist Church demolished their church building and developed senior citizen accommodation within the new church building.

- The Anglican Diocese has undertaken to implement a new initiative, funded by the Ministry of Community and Social Services, to provide accommodation for socially disadvantaged low-income single people.

3.2.2 School Properties

Schools which have been closed due to insufficient enrolment, offer potential for residential conversion because of their size, adjacent open space and accessibility to stores, services and transit. While a number of studies have demonstrated that it is feasible to create housing for seniors from schools, the potential for creating singles accommodation would likely depend upon the desirability of such structures for singles accommodation and the attitudes of the neighbouring community. In addition there are a number of community groups who are seeking to make use of under-utilized schools, many of whom would not require substantial structural renovation to facilitate re-use of the structure as a school.

3.2.3 Vacant Land

- T.T.C. Properties do not come up for sale very often. Those which do become available tend to be small and offer little development potential. However, since such properties are offered first to Metro, Metro Property Department could review the residential potential of such lands on a regular basis.

- Tracts of serviced vacant land are only available in Scarborough. Etobicoke also has some land but in very short supply. Development in the other municipalities is dependent upon "infill" on smaller, used parcels or redevelopment of lands to a higher density.

- Municipally owned property is available to varying degrees throughout Metro. While some of the area municipal stock is not suitable for housing, a number of municipally-owned sites and Metro properties do offer potential.

3.3 Density Bonus System

Municipal Official Plans may contain provisions for density bonuses. In the City of Toronto, a density bonus may be given to developers for the provision of assisted or special housing units (including singles accommodation). An additional 25% density allowance over the maximum allowed in the City standards and by-laws may be offered to developers who agree to produce a specific type of unit in their project. The exact bonus specifications vary depending upon the planning district and the existing zoning designation; usually additional units per hectare are permitted above the existing maximum.

- In order to qualify for a density bonus, the developers of an apartment building at 20 St. Patrick Street (near Village by the Grange) agreed in negotiations with City planners to include a number of furnished units for lower income single persons in the project. While the requisite number of singles and assisted housing units were included in the building, no furnished units are available and the singles units are too costly for lower income people. Currently, these units rent for $400/per month not including parking which is an additional $45 per month. As a result of this type of experience, the City of Toronto has recently developed a system of amortizing the density bonus. This initiative and other techniques need to be explored on an area municipal basis.

3.4 City of Vancouver Initiatives

The Vancouver Planning Department identified approximately 5,000 households, of which the majority were single persons, living on minimum incomes in the downtown area. The majority of these households were living in accommodation which was not considered to be of an acceptable standard by the City. In response, the City undertook to improve and retain this stock of housing units.

- A housing program was developed to upgrade 55 hotels and lodging houses using CMHC RRAP funds. While the City views this program as successful, the 1982 RRAP budget was not sufficient to finance all the requests for funds.

- The Central and Fairy Hotel was converted into a rooming house by a co-operative which received CMHC subsidies. CMHC was forced to foreclose and take over the operation for a year at which time the City of Vancouver assumed management of the building and the provision of operating subsidies.

- The Greater Vancouver Housing Company purchased an old building for rehabilitation to house 32 women in rooms with shared bathroom and kitchen facilities. The project also contained a non-profit food store. An arrangement was made with the Ministry of Health for home care workers to provide support services. The project is managed by the Urban Society for Women's Residences.

- CMHC funds were obtained by the Rose Garden Co-Operative to provide 54 units for low-income single people in the downtown east-side area of Vancouver. (Similar co-operative housing developments for low-income single people have been successful in St. Johns, Newfoundland, and in Edmonton, Alberta.)

3.5 Conclusions

- Municipal policies should be developed regarding the disposement of municipally owned and vacant lands. The potential for residential use needs to be assessed on a routine basis.

- Local churches should be encouraged to develop low-income housing on under-utilized church properties.

- Investigate the potential of density bonuses to facilitate the development of housing for single persons.

- Local housing co-operatives should be encouraged to provide housing for low-income single people.

- The potential for obtaining RRAP funds to renovate rooming houses and residential hotels needs to be investigated.

4. MANAGEMENT MODELS

4.1 House Managing

In this model, a social service agency acts as the landlord's agent or manager, collecting the rent and as the tenants' advocate, representing their interests to the landlord regarding rent and maintenance. The agency workers strive to build community among the tenants and increase the tenants' control over matters within the house that affect their lives.

- Rooming House Tenant Project

  Working with a grant from the federal Department of National Health and Welfare under the direction of the Christian Resource Centre, community workers in the Don District of Toronto leased five rooming houses for hard-to- house tenants in a traditionally working class area which had been subject to whitepainting in recent years.

  While it was difficult initially for the tenants to adjust to a settled living environment and to work with the other residents, eventually, a co-operative atmosphere was created. Staff support in the houses and community support through the provision of services were essential to the success of the Rooming House Tenant Project. However, this type of housing is not appropriate for everyone. Residents must be able and willing to live co-operatively and to forego some degree of privacy.

4.2 Home Finding

Housing Workers/Homefinders have been hired by a number of social service agencies to assist clients in locating accommodation within the community. The Homefinder acts as a middleman between the landlord with vacancies and the prospective renter. Homefinders have been successful in assisting clients, who are able to cope on their own in an independent living situation, by developing their skills in finding rooms in a highly competitive situation.

- Nellies Hostel and WoodGreen Community Centre

  For the past two years, Nellie's Hostel, in conjunction with WoodGreen Community Centre, has employed homefinders through federal funding grants. Data collected over that time show that 60% of the people seeking assistance to find appropriate housing were single. Of those seen, 42% were successfully housed by the homefinders.

  The homefinder program has funding only for another six months. This is inadequate since the service has taken the strain off hostels by helping individuals find other accommodation. If the homefinder program could be funded over the long-term, the homefinders expertise could be further developed.

- Humewood House

  In January 1983, Humewood House employed a housing worker to assist clients in locating affordable, adequate accommodation. The housing worker counsels clients and acts as liaison with landlords.

  Humewood's goal is to establish long-term relationships with landlords such that a unit would be again rented to Humewood clients when it becomes vacant.

- Adolescent Community Care Program

  This Hamilton program employs three community workers who are responsible for assisting their clients (aged 16 to 20) in finding accommodation and in developing alternative housing options such as apartment sharing and facilitating the development of housing co-operatives.

  This is an on-going program funded by the Ministry of Community and Social Services. It has been very successful in helping adolescents with special needs and problems.

- Open Door Centre and Rooms Registry Service Inc.

  This registry operates out of the All Saints Anglican Church. Staff there have built up a bank of landlords to contact for housing on behalf of their clients who are often among the hard to house; however, they are finding it increasingly difficult to get accommodation for their clients. Staff at the registry would like to see homeowners encouraged to rent out rooms in their houses to alleviate the shortage of affordable accommodation.

4.3 Conclusions

Both House Managing and Home Finding are short-term responses to the shortage of housing, which do not address the systemic problems which underlie the loss of affordable housing. Both programs demand large inputs of staff resources for the preservation of a few rooms. However, these programs are successful in improving the quality of life for roomers.

5. HOUSING REGISTRIES

The Co-ordinated development of local housing registries has been recommended by community and social services agencies in the Metro Community Services Report, No Place to Go and throughout the Task Force consultation process both through staff meetings with resource people and through the area municipal public meetings.

A number of agencies in Metro have been involved in the development of a housing registry:

5.1 Municipal

- The City of Toronto Housing Department has proposed the establishment of a City-wide housing registry using Federal COED funds. An important objective of the City registry would be the potential to encourage property owners to offer their excess space, not only rooms but flats or other space that homeowners may never have considered renting.

5.2 Non-Profit Community Services

- Bloor Information & Legal Services was forced to close their housing registry in November 1982 after ten years of operation. Continually escalating rental prices and the near zero vacancy rate made it impossible to maintain an adequate list of affordable accommodation for the people referred to this agency for help. In an effort to continue providing assistance in finding housing, Bloor Information & Legal Services now publishes a Survival Guide to Toronto Housing.

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- The Open Door Rooms Registry which operates out of All Saints Anglican Church provides an accommodation-finding service to assist low-income persons to find suitable housing. Metro Toronto has recently provided a social service grant to this organization to improve the rooms registry service.

5.3 University of Toronto

- The University of Toronto Housing Services provides a computerized list of available accommodation for the university community. The computer package for generating the housing list may be purchased and adopted for use by other agencies. Currently, the listing is purchased for posting by Ryerson, the Radio College of Canada and the Ontario College of Art. While the accommodation is listed on a Metro-wide basis, units tend to be clustered around the three University of Toronto campuses. Plans to expand the list to create a centralized housing service for all post secondary students in Metro are under review and will proceed subject to the availability of funding.

5.4 Conclusions

Given the limited supply of singles accommodation and the cost of rental units, a housing registry service needs to be developed in conjunction with a home finder program. To improve low-income single persons' access to existing accommodation, the registry should not only identify a landlord or homeowner with a vacancy and appropriately select prospective renters but in addition, should assist clients to develop their skills in finding and maintaining accommodation in a highly competitive situation. The expertise for providing this service is available in various community and social service agencies who have identified both their clientele and the local property owners who are prepared to accommodate them. Consideration needs to be given therefore, to encouraging the further development of existing services rather than the initiation of a Metro-wide registry.

APPENDIX C: SOURCES CONSULTED & SELECTED ANNOTATIONS

1. RESOURCE PEOPLE

2. CASE STUDIES

3. MEETINGS WITH REPRESENTATIVES OF THE TARGET POPULATION

4. AREA MUNICIPAL PUBLIC MEETINGS

5. ANNOTATED BIBLIOGRAPHY

1. RESOURCE PEOPLE

1.1 General

All Saints' Church
Rev. Brad Lennon

Alternative Housing Committee
Mr. Bob Yamashita
Ms. Harriet Simmons
Mr. Earl Miller

Area Municipal Planning Departments
Mr. Steve Gaunt, North York
Mr. Barry Morrison, Etobicoke
Mr. Connie Nichols, Etobicoke
Mr. Kenneth Whitwell, Scarborough
Mr. Dan Burns, Toronto
Mr. David Allester, Toronto
Mr. Peter Tomlinson, Toronto
Mr. John Crawford, York

Bloor Information & Legal Services
Mr. Ed Graca

Bureau of Municipal Research
Ms. Mary Lynch, Executive Director

Canada Life Mortgage Services Limited
Mr. Stewart Pearson, Manager

Canada Mortgage and Housing Corporation
Mr. Philip Brown, Senior Researcher, Ottawa
Mr. Briane Randall, General Manager, Ontario Region, Toronto

Canadian Council on Social Development
Ms. Janet McClain, Director, Housing Program

City of Toronto Municipal Non-Profit Housing Co.
Mr. George Cook
Mr. Keith Ward

Co-Operative Housing Federation of Toronto Inc.
Ms. Noreen Dunphy, Project Consultant

East York Conservation Centre
Mr. Peter Robinson

East York Neighbourhood Information Centre
Ms. Joan Harvey

Elizabeth Fry Society
Ms. Gillian Sandeman, Executive Director

Employment and Immigration Canada
Ms. Donni McLean, Senior Project Officer, Employment Branch
Ms. Sandra Curtis, Employment Development Branch
Mr. Doug Reed, Employment Development Branch

E.T.H.I.C. - East Toronto Housing Issues Committee
Mr. Kenn Richard

Etobicoke Social Development Council
Mr. Bill Goursky

Family Services Association
Mr. Robert Couchman

Federation of Metro Tenants' Associations
Mr. Dale Martin

For You
Ms. Erin Rittich

Frank Lewinberg Consultants
Mr. Frank Lewinberg

Houselink Community Homes/Community Resources Consultants
Mr. Ron Ballantyne, Executive Director

Fred Victor Mission
Rev. Paul Webb

Human Services Scarborough
Rev. Jack Roberts

John Howard Society of Metropolitan Toronto
Mr. David Arbuckle, Executive Director
Ms. Anne Scace, Program Manager

Labour Council Development Foundation
Mr. Judith Goldie

Lantana Non-Profit Homes Corporation
Ms. Gay Alexander

Metro Tenants Legal Services
Mr. Sean Goetz-Gadon

Metropolitan Toronto Housing Company
Mr. Don Richmond, General Manager
Mr. Joe Freedman, Administrative Support Analyst

Metropolitan Toronto Police Department
Inspector Clark Winter, Community Relations Officer

Ministry of Community and Social Services
Mr. Joe McReynolds, Area Manager, Toronto
Ms. Sue Herbert, Adult Services Division

Ministry of Municipal Affairs and Housing
Mr. Len Pitura, Assistant Deputy Minister
Mr. George Pryzbylowski, Housing Renovation & Energy Conservation Unit

Mortgage Insurance Company of Canada
Ms. Linda Belanger, Manager

Neighbourhood Legal Services
Ms. Mary Anderson

Open Door Centre & Rooms Registry Service
Mrs. Grace Morris

Ontario Social Development Council
Mr. Peter Naires

Quetico Developments
Mr. Tom Schwartz

Rexdale Community Information Centre
Ms. Ernestine van Marle

St. Lukes Anglican Church
Rev. Andrew Hutchison

Scarborough Community Legal Services
Mr. Dave Warner
Ms. Jackie Rankin

Scarborough Tenants' Association
Mr. Gordon Fraser

Single Displaced Persons Project
Mr. Larry Peterson

Social Planning Council of Metro Toronto
Rev. Eilert Frerichs, President
Mr. Robert Doyle

Supportive Housing Coalition
Mr. Joe Sarniak

Toronto Area Chief Building Officer Committee
Mr. Yaman Vzumeri, North York
Mr. Rashmi Nathwani, Toronto
Mr. Bernie Roth, Scarborough
Mr. Palle Hansen, York

Toronto Association of Neighbourhood Services
Ms. Jean Palmer

Toronto Christian Resource Centre
Mr. John Metson
Mr. Carmel Hili

Toronto Homebuilders' Association
Mr. David Stupart, Executive Vice-President

Toronto-York Bail Program
Ms. Ronny Yaron

The Vigil Planning Group
Reverend Stuart Coles
Reverend William Phipps

Woodgreen Community Centre
Mr. Brian Smith, Executive Director
Ms. Nina Feldman, Housing Worker

York Community Services
Mr. Peter Farncombe

1.2 Youth

Anglican Houses
Mr. Terry McCallum, Director of Social Services

Central Toronto Youth Services
Mr. Grant Lowery, Executive Director
Mr. Terry Sullivan, Clinical Director

Catholic Children's Aid Society of Metropolitan Toronto
Mr. Ronald Arellano, Executive Director
Miss Marina Sweet, Manager, Group and Institutional Services

Children's Aid Society of Metropolitan Toronto
Mr. Doug Barr, Executive Director
Mr. Harry Oswin, Social Worker
Ms. Espy Nnawuchi, Social Worker

Huntley Youth Services
Mr. Terry Lee, Executive Director

Inner City Youth Project
Ms. Blanche Axton

Mercury Youth Services
Mr. Brian Salmers, Executive Director
Mr. Peter Currier, Research and Development

Ministry of Community and Social Services
Mr. Paul Heung, Program Supervisor, Children's Services
Mr. Warner Clark, Project Officer, Parkdale Pilot Project

Ministry of Correctional Services
Mr. Patrick Madden, Research Associate

Parachute
Ms. Donna Ackley

Scarborough Specialized Youth Unit
Mr. Bob Katz, Director

Social Planning Council of Metropolitan Toronto
Dr. Robert Doyle, Senior Program Director
Mr. Livy Visano, Housing Network Planning Group

Under 21
Mr. John MacNeil, Executive Director

YMCA Stop-Over Hostel
Mr. Doug Loweth, Director

Youth Committee, Human Services of Scarborough
Ms. Dona McNall, Chairman

North York Youth Without Shelter Project
Ms. Susan Bacque

YWCA
Ms. Peggy Burns, Director of Residential Services and Property

Metropolitan Toronto Youth Corp
Mr. Philip Abrahams, Manager

2. CASE STUDIES

2.1 Self-Contained Accommodation

2.1.1 Apartment Houses for Singles

o Alexandra Park 55 George Avenue	Mr. Jack Klein Klein & Sears
o Bradley Court 280 Dundas St. E.	Mr. Fred Braida, owner Mrs. Unger, property manager
o Bradwin Court 266 Sherbourne St.	Mr. Fred Braida, owner Mrs. Unger, property manager

2.1.2 Bachelorettes

Ms. Mary Lynch
Bureau of Municipal Research

2.2 Shared Accommodation

2.2.1 Traditional Private Sector Rooming Houses

Mr. Carl Orbach
Orbach, Katzman & Roth

2.2.2 Public Rooming Houses

o Cityhome	Mr. Bernie Trone Mr. Keith Ward
o Metropolitan Toronto Housing Authority	Ms. Peggy Burns, YWCA Mr. Bob Chesterman, MTHA

2.2.3 Non-Profit Rooming Accommodation

o Third House Jarvis and Shuter Streets (under construction)	Mr. Bill Bosworth Homes First Society
o Sionito 497 St. Clair Ave. West (under renovation)	Mr. Ian Rowett Sionito Community Development Corp.
o Woodlawn Residence 80A Woodlawn Ave. E.	Ms. Peggy Burns Y.W.C.A.
o University of Toronto Residences	Ms. Shirley Mason

2.3 Development Initiatives

2.3.1 Residential Hotels

2.3.2 Adaptive re-use

- Church Property:

All Saints Church 315 Dundas St. E.	Rev. Brad Lennon
Hope United Church 2550 Danforth Avenue	
Phoenix Place 1355 King St. W.	Mr. Orville Ludlow Property Manager

- School Property
- Vacant Land

2.3.3 Density Bonuses

o 20 St. Patrick Street	Mr. Stephen Bernatt Architect

2.4 Management Models

2.4.1 House Managing

o Rooming House Tenant Project 40 Oak St.	Mr. Carmel Hili Toronto Christian Resource Centre

2.4.2. Home Finding

o Nellie's Hostel 275A Broadview Ave.	Ms. Trish Hennessy
o Woodgreen Community Centre 835 Queen Street East	Ms. Nina Feldman
o Humewood House 40 Humewood Dr.	Ms. Gloria Delisi
o Adolescent Community Care Program (Hamilton)	Ms. Dorothy Zicard

2.5 Housing Registries

2.5.1 Public

o City of Toronto	Mr. Keith Ward City of Toronto Housing Dept.

2.5.2 Community

o Bloor Information and Legal Service 835 Bloor St. West	Mr. Ed Graca
o Open Door Centre and Rooms Registry Service 315 Dundas St. East	Mrs. Grace Morris

2.5.3 University of Toronto

o University of Toronto Housing Service 49 St. George Street	Ms. Shirley Mason

3. TARGET POPULATION MEETINGS

o	Mercury Youth Service April 19, 1983	Host: Mr. Rick Stubbert
o	Fred Victor Mission April 27, 1983	Host: Mr. Bill Bosworth
o	Jessie's Centre for Teenagers April 28, 1983	Host: Ms. Nancy Doddington
o	30 St. Lawrence St. Shelter May 4, 1983	Host: Mr. Jim Ward
o	Self-Help on Skid Row Committee May 5, 1983	Host: Rev. Brad Lennon
o	Peggy Ann Walpole House May 24, 1983	

4. PUBLIC MEETINGS

o	City of North York June 8, 1983	Hosts: Ald. Andrew Borins (Chair) Mr. Michael Feldman Mr. Rick Stubbert
o	City of Etobicoke June 9, 1983	Hosts: Cont. Leonard Braithwaite (Chair) Mr. Rick Stubbert
o	City of Scarborough June 15, 1983	Hosts: Cont. Joyce Trimmer (Chair) Mr. Jim Ward
o	City of York June 20, 1983	Hosts: Cont. Fergy Brown (Chair) Mr. Peter Oliphant
o	Borough of East York June 22, 1983	Hosts: Mayor David Johnston (Chair) Mr. Bill Bosworth
o	City of Toronto June 23, 1983	Hosts: Ald. Joanne Campbell (Chair) Mr. John Pavey

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Metropolitan Toronto Community Services Department and Metropolitan Toronto Planning Department. No Place to Go: A Study of Homelessness in Metropolitan Toronto. Toronto: 1983.

This study was completed as part of a larger Metro Toronto Assisted Housing Study. A survey of hostel operators and social service agencies identified approximately 3,400 single persons as being homeless. The study concluded that, due to low vacancy rates, unemployment and de-institutionalization, hostels have become the permanent accommodation of a growing segment of the population.

Metropolitan Toronto Planning Department. Annual Housing Report 1982. Toronto: March 1983.

This third annual report provides data on housing activity in the Metropolitan Region (including Halton, Peel, York and Durham).

Metropolitan Toronto Planning Department. Metropolitan Toronto Assisted Housing Study: Part I Determination of the Need for Assisted Housing. Toronto: May 1983.

The Metro housing needs survey identified approximately 12,000 low-income households in Metro Toronto requiring housing assistance but not eligible under existing programs. Of this number, 8,500 are singles and the remainder are childless couples and unrelated individuals. These singles, identified as being in need of housing assistance are in addition to the approximately 3,400 singles identified as being homeless through discussions with agencies providing emergency shelter.

Ministry of Correctional Services. Chronic Young Offenders, by Marian L. Polonoski. Toronto: November 1980.

This research was undertaken to demonstrate that some young offenders entering the correctional system between ages 16 and 18 already have extensive prior criminal histories. The study focused on 249 male recidivists in their early 20's who were incarcerated in Ontario Correctional Centres.

Ministry of Municipal Affairs and Housing. Making Better Use of the Existing Housing Stock: A Literature Review, by J. David Hulchanski. Toronto: September 1982.

Ministry of Municipal Affairs and Housing & the Association of Municipalities of Ontario. Study of Residential Intensification & Rental Housing Conservation, by Klein & Sears, et. al. Toronto: March 1983.

The intent of this study was twofold: to examine the opportunities and constraints that exist for meeting some of the future additional housing needs in Ontario during the 80's and 90's through the intensification of existing residential neighbourhoods; and to examine some of the major forces at work that threaten the conservation of the existing stock of rental housing and the tenure of those tenants who occupy this stock. The results of the study, published by the Province in 11 volumes, propose three future policy directions:

1. encourage the conservation of the existing housing stock;
2. intensify the use of existing housing and buildings; and
3. create new housing units through conversion, redevelopment and infill.

Miron, J. R. The Rise of the One-Person Household: The Ontario Experience, 1951 to 1976. Centre for Urban and Community Studies. Research Paper No. 116, Toronto: 1980.

This paper attributes the rise in the number of one-person households to the maturing of the baby boom, the shift away from marriage, a greater number of elderly widows, housing assistance programs for the elderly, greater affluence among singles and an earlier home-leaving age among youth. The types of housing singles prefer are documented.

Miron, J. and M. Schiff. A Profile of the Emerging Empty Nester Household: Final Report. Centre for Urban and Community Studies. Toronto: 1981.

The objectives of this report were to profile the empty-nester population, project its future significants and determine its housing needs and preferences. The report focusses on married empty nesters, concluding that they are fairly well off financially and typically do not have a housing problem.

Newman, Linda Henry. "A Matter of Managing an Inner City Resource". Thesis, University of Waterloo, Waterloo: 1982.

This thesis reviews municipal planning policy and government housing programs and concludes that low-income housing production can be increased through greater use of existing building stock in inner city areas. Recommendations are made for revisions to government housing programs.

Ready, C. "Housing for Single Persons on GWA in Metropolitan Toronto" presented by Alderman Gordon Cressy to the Social Services and Housing Committee. Toronto: April 1980.

This paper discusses the inadequacy of social assistance rates and the lack of affordable housing options for single persons. It is recommended that Cityhome make more units available to singles and that the Provincial and Federal governments provide rent subsidies and other financial assistance to low-income single people.

Sharma, R. D. Trends in Demographic and Socio-economic Characteristics of the Metropolitan Toronto Population. Institute for Behavioural Research. Toronto: 1982.

This study provides statistics on the demographic composition, socio-cultural and economic characteristics of Metro's population. The data give an indication of the changing make-up of the Metro population but do not specifically address the single persons issue.

Single Displaced Persons' Project. "The Case for Long-Term, Supportive Housing" (Draft Report) August 1983.

Social Planning Council of Metropolitan Toronto. Jobs and the Young Worker, by B. Cohlmeyer and K. Radway. Toronto: 1981.

This is an annotated bibliography of material related to youth and employment.

Social Planning Council of Metropolitan Toronto. Youth Unemployment in Metropolitan Toronto, by L. C. Johnson and J. G. Reitz. Toronto: 1982.

This report investigates youth unemployment in Metro Toronto from the perspective of non-student youths aged 16 to 24 and of employers in industries which employ youths. The nature and extent of unemployment among youths is described and its causes and consequences identified.

Social Planning Council of Metropolitan Toronto. People Without Homes: A Permanent Emergency. Toronto: January 1983.

Emergency housing was the focus of this study. The study documents an increase in the use of this type of shelter and a change in the type of people who have become hostel users. The causes of this increase in demand for emergency shelter are discussed. Recommendations as to the roles different sectors should play in providing shelter and housing subsidies are made.

South of Carlton Skid-Row Sub-Committee. The South of Carlton Report on Rooming Houses. Toronto: no date.

This paper considers the housing needs of roomers in the South of Carlton area. Recommendations are made to the City of Toronto for improving the safety standards and living environment in rooming houses.

South of Carlton Working Committee. Skid-Row Report. Toronto: 1974.

This study indentifies the South of Carlton area as the hub of skid-row and describes the lifestyle and housing problems of skid-row inhabitants. Alternative housing programs are described.

Toronto Christian Resource Centre. Rooming House Tenant Project Evaluation Report, by J. Liefschultz. Toronto: 1979.

This report evaluates the operation of a pilot project to provide accommodation with staff support primarily for hard-to-house clients in rooming houses. The project was funded by the Department of National Health and Welfare and was monitored by the Toronto Christian Resource Centre. Despite initial problems, the roomers adjusted to their co-operative environment, and the quality of life in these houses improved. It was concluded that this housing management model would be appropriate for many single roomers.

Toronto Christian Resource Centre. A Study on Roomers. by Mary McMaster and Norman Browne. Toronto: 1971.

The objectives of this study were to determine, through a survey, the housing needs of roomers and to provide roomers with the opportunity to articulate their feelings. The study focuses on the Don Vale area of the City.

Toronto Homebuilders' Association. Housing Demand and Constraints on Residential Construction in Toronto in the 1980's, by Clayton Research Associates Ltd. Toronto: June 1981.

This study was commissioned to evaluate the capability of the homebuilding industry to meet the demand for homes in the first half of the 1980's. Various demand and supply constraints are identified; the report concludes that the industry will be able to meet this demand.

Urban Core Support Network. "Disappearance of Affordable Housing: Confronting the Crisis". Toronto: October 1982.

Briefs presented at a conference on affordable housing are summarized in this report.

Wolman, Harriet. Youth: The Forgotten Generation; Summary and Recommendations. Municipality of Metropolitan Toronto and Youth Secretariat. Toronto: 1982.

This study addresses the issues of job preparation, program quality and job market accessibility for youth aged 15 to 24 and particularly for those who are disadvantaged because of their socio-economic background or education. Recommendations focus on identifying ways to alleviate the unemployment crisis for youth.

Woods Gordon. Evaluative Study of Non-Profit and Co-Operative Housing in Ontario. Toronto: September 1981.

This study of non-profit and co-operative housing was prepared as a basis for future policy analysis by government decision-makers. Issues addressed include housing needs of low-income households, housing affordability and satisfaction, and financial viability of third sector housing projects.

APPENDIX D: LIST OF BRIEFS & DEPUTATIONS

NORTH YORK PUBLIC MEETING: Wednesday, June 8, 1983

A. Briefs were presented by the following organizations:

1. Neptune Residents' Association
2. Board of Trade Overview of Assisted Housing in Metropolitan Toronto

B. The following people appeared before the Task Force:

1. Dennis McNamara, Neptune Residents' Association
2. Alderman Howard Moscoe, North York City Council
3. Sally Gron, North York Resident

ETOBICOKE PUBLIC MEETING: Thursday, June 9, 1983

A. Briefs were presented by the following organizations:

1. Rexdale Community Information Directory
2. Lakeshore Tenants' Association

B. The following appeared before the Task Force:

1. Representatives of Etobicoke Social Development Council
2. Ms. M. B. Stijovic, Etobicoke Health Department
3. Betty Hardie, Board Member of H.A.R.P.
4. Delia Bull, Willowridge Neighbourhood Centre

SCARBOROUGH PUBLIC MEETING: Wednesday, June 15, 1983

A. Briefs were presented by the following organizations:

1. Human Services of Scarborough
2. West Hill Community Services
3. Human Services of Scarborough, Youth Committee
4. Emily Stowe Shelter for Women
5. Children's Aid Society of Metropolitan Toronto, Scarborough Branch
6. Scarborough Community Legal Services
7. Scarborough Tenants Council

B. The following people appeared before the Task Force:

1. Maureen Adams, Emily Stowe Shelter for Women
2. Catherine Berry, Ontario Housing Working Group
3. Paul Bohlender, Scarborough resident
4. Jerry Daca, Human Services of Scarborough
5. Peter Dunn, Human Services of Scarborough
6. Gordon Fraser, Scarborough Tenants Association
7. Silvia Hiltz, Emily Stowe Shelter for Women
8. Monique Irwin, John Howard Society
9. Dana McNall, Human Services of Scarborough, Youth Committee
10. Margaret Miller, Children's Aid Society
11. Dave Warner, Scarborough Community Legal Services

YORK PUBLIC MEETING: Monday, June 20, 1983

A. Briefs were presented by the following organizations:

1. York Community Services
2. Humewood House
3. Weston Ratepayer Association
4. Humewood Neighbourhood Ratepayers' Association

B. The following people appeared before the Task Force:

1. Gloria Delisi, Humewood House
2. Peter Farncombe, York Community Services
3. Stella Weller, York-West Senior Centre

EAST YORK PUBLIC MEETING: Wednesday, June 22, 1983

A. A brief was presented by the following organization:

1. East York Conservation

B. The following people appeared before the Task Force:

1. Alderman Gord Crann
2. Joan Harvey, Neighbourhood Information Centre
3. Andrew Hutchison, St. Lukes Anglican Church
4. Peter Robinson, East York Conservation Centre
5. Edward Shaw, Federation of East York Ratepayers
6. Chris Smith, Architect

CITY OF TORONTO PUBLIC MEETING: Thursday, June 23, 1983

A. Briefs were presented by the following organizations:

1. Social Planning Council of Metropolitan Toronto
2. Coalition of Youth Professionals
3. For You - A Non-profit Temporary Work Centre
4. Central Neighbourhood House
5. E.T.H.I.C. - East Toronto, Housing Issues Committee
6. Dundas-Sherbourne Tenant Association
7. Metro Tenants Legal Services
8. Nellie's Hostel for Women
9. Alternative Housing Committee
10. Houselink Community Homes
11. Metropolitan Toronto Association for the Mentally Retarded
12. Supportive Housing Coalition
13. Bloor Information & Legal Services
14. Neighbourhood Legal Services
15. An organization of Empty Nesters living in O.H.C. accommodation
16. Rosedale East Tenants Association
17. Lantana Non-Profit Homes Corporation
18. Jessie's Centre for Teenagers
19. Under 21
20. Woodgreen Community Centre

B. The following people appeared before the Task Force:

1. John Metson, Christian Resource Centre
2. Bill McDonald, Christian Resource Centre
3. Vernon Hartwell, Christian Resource Centre
4. Lorne Grant, Christian Resource Centre
5. Rev. Eilert Frerichs, Social Planning Council
6. Robert Doyle, Social Planning Council
7. Terry McCullum, Coalition of Youth Professionals
8. Terry Sullivan, Coalition of Youth Professionals
9. Blanche Axton, Coalition of Youth Professionals
10. Erin Rittich, For You
11. Pat O'Connor, Central Neighbourhood House
12. Vincenzia Debonis, E.T.H.I.C.-East Toronto, Housing Issues Committee
13. Norma Drummond, E.T.H.I.C.-East Toronto, Housing Issues Committee
14. Rev. Paul Webb, Fred Victor Mission
15. Dan Harrison, Dundas-Sherbourne Tenant Association
16. Sean Goetz-Gadon, Metro Tenants Legal Services
17. Donna Ackley, Parachute
18. Dale Martin, Federation of Metro Tenants
19. Trish Hennessey, Nellies Hostel for Women
20. Meg Sears, Houselink Community Homes
21. Rev. Brad Lennon, All Saints' Church & Self-Help On Skid Row Committee
22. Ron Jenkins, All Saints' Church & Self-Help On Skid Row Committee
23. George Barnhart, All Saints' Church & Self-Help On Skid Row Committee

24. Sally Spence, Metropolitan Toronto Association for the Mentally Retarded
25. Joe Sarniak, Supportive Housing Coalition
26. David White, Supportive Housing Coalition
27. Rev. Eilert Frerichs, The Housing Network Planning Group
28. Bill Dwyer, The Housing Network Planning Group
29. Livy Vasano, The Housing Network Planning Group
30. Ed Graca, Bloor Information & Legal Services
31. Mary Anderson, Neighbourhood Legal Services
32. Patricia Fleming, representing Empty Nesters living in OHC accommodation
33. Joyce McNulty, Corktown Community Association
34. Carl Orbach, lawyer
35. Constable Derek Gregeen, Metropolitan Toronto Police, 52 Division
36. Anne White, Under 21
37. Carol Walsh, Regent Park Residents' Association

APPENDIX E: TASK FORCE MEMBERSHIP

TASK FORCE ON HOUSING FOR LOW INCOME SINGLE PEOPLE

Alderman Joanne Campbell (Chairman)	947-7914
Alderman Andrew Borins City of North York	224-6022
Mr. Bill Bosworth Joint Department Head Fred Victor Mission	364-8228
Controller Leonard Braithwaite City of Etobicoke	626-4220
Controller Fergy Brown City of York	653-2700
Mr. Michael Feldman Board of Metropolitan Toronto Housing Authority and Metropolitan Toronto Housing Co. Ltd.	284-4111
Mayor David Johnson Borough of East York	461-9451
Mr. Peter Oliphant Board of CityHome	924-2387
Mr. John H. Pavey Board of Metropolitan Toronto Housing Authority and Metropolitan Toronto Housing Co. Ltd.	947-9229
Mr. Rick Stubbert Program Manager Mercury Youth Services	591-9000
Controller Joyce Trimmer City of Scarborough	296-7274
Mr. Jim Ward Director Dixon Hall	863-0498

Staff Support Provided By:

Ms. Lynn Morrow — 947-8617
Policy Development Officer
Policy and Planning Division
Metro Community Services Department

Ms. Edith Ganong — 947-8101
Manager
Policy Development Division
Metro Planning Department

Mr. Joe Freedman — 484-7179
Administrative Support Analyst
Metro Toronto Housing Co. Ltd.
Metro Community Services Department

Ms. Novina Wong — 947-8018
Metro Clerk's Department